Office of the Police and Crime Commissioner for North Yorkshire

Refresh of the Police and Crime Plan

Overall Report

Prepared by SMSR Ltd

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Contents

Chapter One: Executive Summary

Introduction

1.1   This chapter provides a summary of the key findings from the full Police and Crime Plan Refreshment on behalf of North Yorkshire OPCC. The findings are structured around the goals that have emerged as part of this research and where relevant significant demographic findings have been highlighted as well as key geographical trends. Overall conclusions and recommendations have also been included.

1.2   To add further insight a focus on four key geographical areas have been included to provide a better understanding of the local issues and priorities, these can be found in the appendices.

Background

1.3   In North Yorkshire, the Police and Crime Commissioner is Julia Mulligan and her Police and Crime Plan was first published on 31st March 2013. The plan is the 'blueprint' for policing and crime reduction across the county of North Yorkshire and the City of York. The Commissioner now wishes to review and refresh the Plan, to ensure it sets a clear direction and identifies priorities for the next three years. The Commissioner is keen that the plan is based on evidence of need and that the public and stakeholders are fully engaged in service delivery and improvement. The plan also needs to reflect the changes taking place in policing and criminal justice more widely, such as Transforming Rehabilitation, Victims Commissioning and the requirement to make over £10m of savings before 2016.

1.4   The evidential base of the Police and Crime Plan was seen to be primarily the recently produced Joint Strategic Intelligence Analysis (JSIA). This sets out the key issues facing the police service and its wider partners across the force area, and also looks in detail at the requirements of each individual district.

Aims

1.5   Overall the key aims of this research was to to provide the PCC with a clear evidence base around residents and other stakeholders priorities, expectations and feedback on future service delivery. In addition the aim was to identify key themes and / or priorities through the JSIA and other documents and to test these and measure support where possible.

Objectives

1.6   The key objectives of the research were to understand the following

- An evidence-based Police and Crime Plan that takes into consideration the requirements and feedback of the public and key stakeholder groups
- A clear set of priorities that are firmly focused on reducing crime and anti-social behaviour – these will include 'traditional' policing operations and also innovations to reduce demand, including through the commissioning of services

- Understanding and 'buy-in' from the public and stakeholders about priorities and service developments – our 'vision' for the police service and crime reduction
- Qualitative and quantitative insight into current services and proposed priorities/changes that highlight opportunities for improvement and innovation through feedback from the public and key stakeholders

Approach:

1.7 A three stage approach was taken to ensure the broadest understanding of the issues mentioned above and to ensure a sound and representative evidence base was produced.

1.8 The three stages were as follows:

Stage One – Literature Review and Theme Development
Stage Two – Telephone Interviews with 1,100 residents
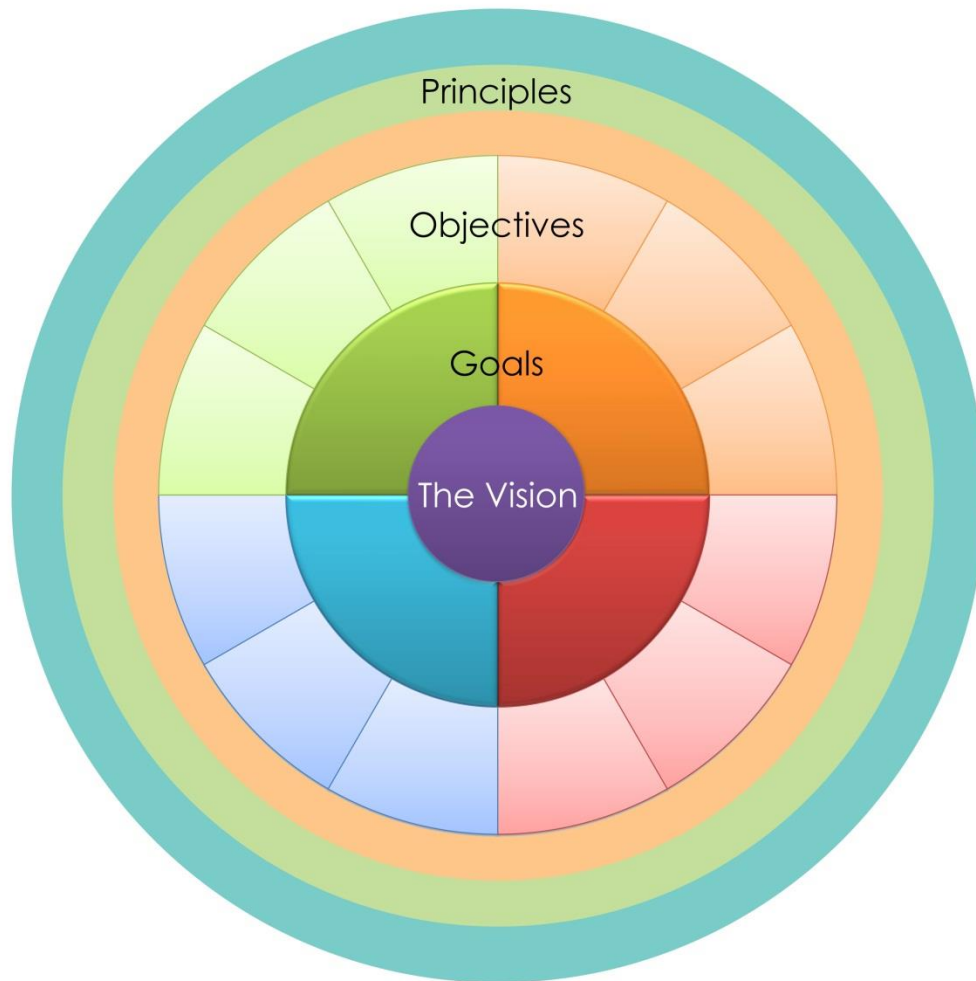Stage Three – Qualitative public and other stakeholder engagement

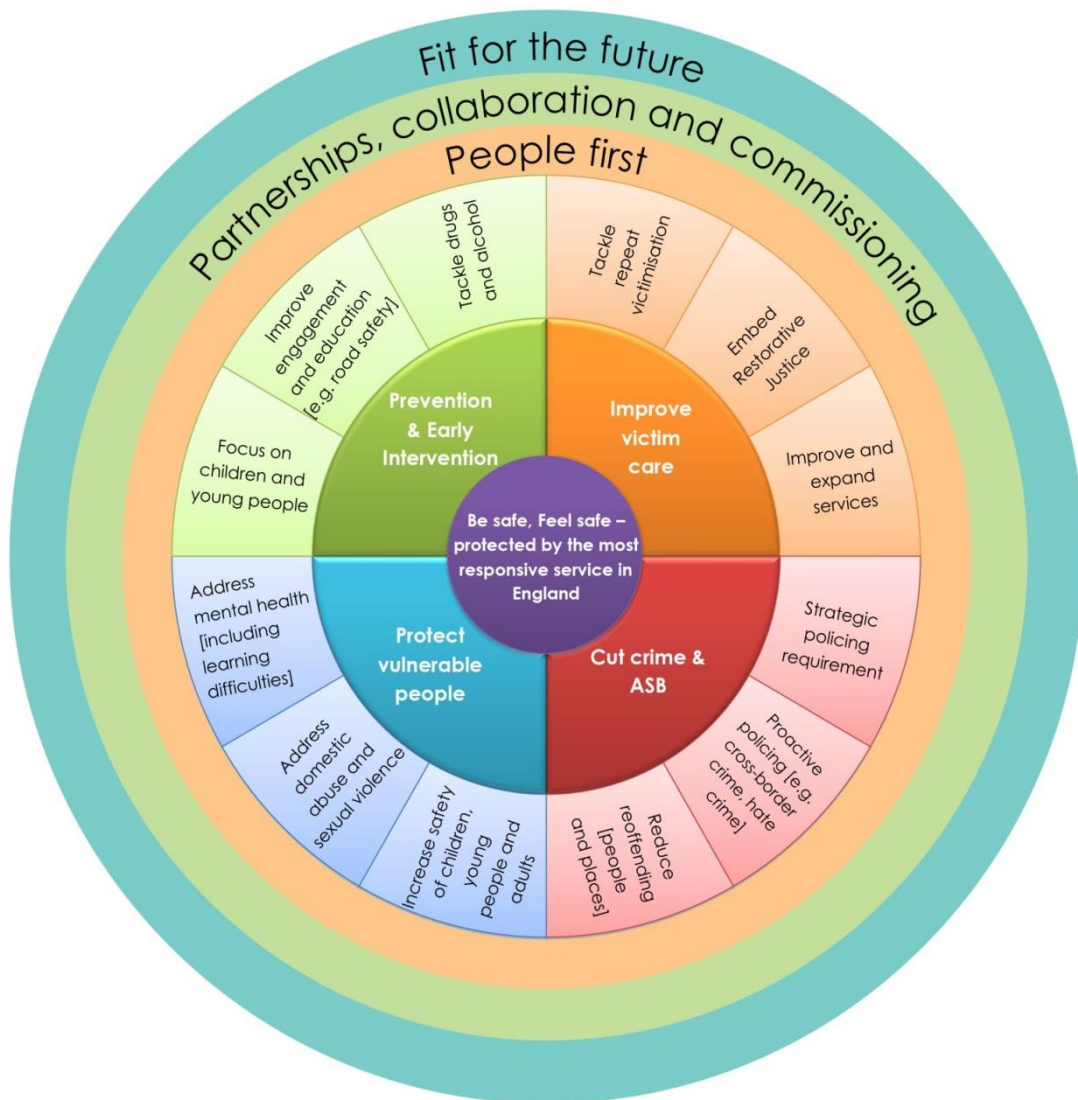**Literature Review and Theme Development**

1.9 To help identify some broad long term goals for the Police and Crime Commissioner in support of the 'Be Safe:Feel Safe' vision, around which more specific objectives can be clustered, it was necessary to draw together the 'needs assessments' which have already been undertaken by North Yorkshire Police and the North Yorkshire Health and Wellbeing Board following data collection and analysis processes. This JSIA would help to inform the North Yorkshire Police operational 'Control Strategy' and potentially the creation of a new Police Operating Model, whereas the JSNA would assist in shaping the Health and Wellbeing Board Strategy. The information contained in the North Yorkshire Police JSIA will also contribute in determining the strategic priorities of the Community Safety Partnerships in each geographical district as well as the City of York.

1.10 Additional documents and plans sourced and referenced as part of the literature review included:

- The State of Policing – HMIC Annual Assessment
- Existing Police and Crime Plan Objectives
- North Yorkshire Criminal Justice Board
- Joint Strategic Intelligence Assessment (JSIA)
- Joint Strategic Needs Assessment (JSNA) – North Yorkshire
- Joint Strategic Needs Assessment (JSNA) – City of York
- Strategic Policing Requirement
- Victim Needs Analysis (VNA)
- North Yorkshire Staff Opinion Survey
- What works in Policing? (HMIC)

1.11 The assessment of the above analytical products for North Yorkshire and the City of York, combined with a view of wider horizon scanning led to a working model consisting of four goals and aligned objectives, with a vision at the heart of the model. The three principles that wrap around the model are what are required to help achieve the objectives. This is shown below in its template and as the proposed model:

Fit for the future

Partnerships, collaboration and commissioning

People first

Tackle drugs and alcohol

Improve engagement and education [e.g. road safety]

Tackle repeat victimisation

Embed Restorative Justice

Prevention & Early Intervention

Improve victim care

Focus on children and young people

Improve and expand services

Be safe, Feel safe – protected by the most responsive service in England

Address mental health [including learning difficulties]

Strategic policing requirement

Protect vulnerable people

Cut crime & ASB

Address domestic abuse and sexual violence

Proactive policing [e.g. cross-border crime, hate crime]

Increase safety of children, young people and adults

Reduce reoffending [people and places]

1.12   The requirement was then to

(i)   engage with the public and stakeholders and decide whether these secure broad support; and

(ii)   determine the underpinning objectives to these themes which should be more specific and quantifiable.

Primary Research Findings

1.13   A total of 1,100 telephone interviews were undertaken, we a representative sample of North Yorkshire, including the City of York. The sample was further split with 50% of those interviewed that had made recent (last 12 months) contact with North Yorkshire Police or North Yorkshire PCC and 50% with those who had not.

1.14   SMSR also undertaken a partner and service user consultancy programme and the sample included views, experiences and priorities of a selection of the vulnerable residents living in the county, those with experience of the criminal justice system, young people, elderly residents, those with learning difficulties and North Yorkshire residents from the BME community and professionals from both the statutory and non-statutory services. Within the sample, views of victims of hate crime, female specific cohorts and drug addicts were captured.

1.15   The focus groups/interviews held were as follows:

- Police and crime panel
- Representative(s) of statutory Safeguarding services
- Representative(s) of the Community Safety Partnerships
- Employees of infrastructure services with the VCSE sector
- Members of the BME community
- Young people's specific consultations
- North Yorkshires mature/ elderly population
- Individuals involved in the criminal justice system, either historically, currently or at greater risk of offending
- Residents with additional needs, including physical and learning disabilities
- Individuals engaged in substance misuse services for alcohol and/ or drug addiction

The Model

1.16   Across all partners/providers that were interviewed there is a general consensus that a more preventative approach to policing is a good idea and that the goals and objectives that emerged from the earlier research (local and national literature) is supported by all partners that were engaged.

1.17   Many partners and other stakeholders identified similar goals (to those identified in the model) and the objectives proposed in the model were mirrored in conversations with key partners. Many have the similar strategies that ultimately are looking to improve the quality of life for residents across North Yorkshire and City of York.

1.18   All those interviewed at the partner/provider level welcomed the concept and potential benefits of working in partnership to achieve outcome based initiatives and to encourage and develop stronger partnerships. Many perceived added value and cost efficiency with the Police and Crime Panel also adding its support for the outward looking face of the goals and objectives and the inclusion of the fit for future policing.

1.19   Most interviewees (partner/provider), whilst in agreement around the principle of partnership working also identified numerous challenges around delivery and although there were a number of encouraging signs around information sharing and common thinking there were also numerous challenges mentioned such as the politics that exists, especially in regards local authorities and PCC's. Time, resources, potential overlap, geography and a lack of a solid relationship with the third sector were also mentioned. Many felt this needed a clear strategy and strong planning and communication.

1.20   Several interviewees placed a strong emphasis on the third/voluntary sector suggesting these were key partners in supporting the delivery of a more preventative and efficient police service. There was a real belief that the third sector could support policing in a number of ways and that there should be much more reliance on this sector, it was felt to be under appreciated and underutilised. This has already been highlighted as part of the victim's needs assessment but it of course goes beyond this area of support.

1.21   The concept of co-production and better sharing of facilities and even staff was cited as just one way of working better together by partners.

1.22   Community Safety Mangers found the proposed model fit for purpose and a model that matched many of their local priorities. Many felt it would tie into and support the creation of their 2014/15 plans

The Vision (Be Safe:Feel Safe)

1.23   It was important to measure feelings of safety (telephone research) to understand to some extent if residents currently do feel safe, which underpins the proposed model and is the vision for policing in North Yorkshire and something the commissioner feels strongly about. Therefore it is encouraging that feelings of safety were high with the vast majority (98%) that said they feel safe in their home; 97% felt safe in their local area (walking alone) during the day and 87% felt safe when walking alone after dark in their local area.

1.24   Overall, 13% did feel unsafe to some extent walking alone after dark in their neighbourhood and patterns of vulnerability emerge from the findings in that older respondents are more likely to feel unsafe, for example 26% of those aged 65 and over felt unsafe at night. Females and those living with a disability indicated greater levels of feeling unsafe and residents living in Scarborough are more likely to feel unsafe at night.

1.25   Understanding the drivers to safety is interesting with strong community cohesion and lack of criminal activity being mentioned the most frequently by telephone respondents. Fear of crime, as is often the case, was clearly the main driver for feeling unsafe.

1.26   Adding to further insight to feelings of safety, focus group attendees across most groups discussed feeling unsafe, especially in Scarborough.

1.27   Offenders said that Scarborough was considered a very unsafe environment and added to their vulnerability and others; several said it has a drug culture and often drug taking and offending is harder to break in Scarborough.

1.28   Many young people mentioned in the group that they felt unsafe in many areas of Scarborough and did not see the police or partners doing anything about it. Many mentioned similar issues to those that emerged from the telephone research in that drugs and the night time economy driven by alcohol were key drivers to feeling unsafe, as was violent crime in general. Many were able to mention first-hand experience of knife or violent incidents.

1.29   Elderly residents in the a focus group felt that Scarborough town centre was s a place that nobody felt safe in, with one attendee describing it is a complete no-go area at night. Most referenced areas they would not walk through at night.

The Vision (Responsive Service)

1.30   Generally the majority of telephone respondents said that North Yorkshire Police can be relied on to be there when you need them (77%) and 71% agreed that that North Yorkshire Police respond effectively to crime and ASB issue in their area.

1.31   Almost half of all respondents said they agreed with the statement 'North Yorkshire Police are doing a good job in your area' with an additional 39% that strongly agreed. Just 5% indicated a level of disagreement. This is supported by the Victim Satisfaction survey results that show high levels of satisfaction with most elements of the service delivery. The one exception is satisfaction with being kept informed of progress, which very much ties into the victim needs findings and should be an area that is priorities to ensure victims/witnesses feel the service is responsive.

1.32   Police presence and visibility was just the 4th highest mentioned rationale for measuring the police performance, with low crime, an understanding of the current challenges and past experience all mentioned more frequently.

1.33   Focus group attendees gave a general feeling the police were doing a good job under the circumstances, there was concern over local neighbourhood policing diminishing in Scarborough. That said there was also an acceptance that cuts had to be made.

1.34   Elderly focus group residents said that there is a perceived lack of transparency between the public and the police and a sense of detachment and a lack of trust; several blamed the media.

Key Findings   Protecting Vulnerable People

1.35   The most significant concern of all (telephone interviews) was burglary as almost half of all respondents (48%) said they are worried to some extent of having their home broken into and something stolen with 16% that said they were very worried about this. There were also high levels of concern around having a vehicle stolen or something stolen from it (43%). High levels of concern increase vulnerability.

1.36   A third of those aged 35-44 said they were worried about being physically attacked or mugged and females were almost twice as likely (37%) than males (19%) to worry about being attacked. Again those living in York indicated higher levels of concern around being attacked or mugged (43%). Those with a disability were slightly more concerned (31% said they were worried compared to 27% of those without a disability).

1.37   Those with a disability were again, slightly more worried about being personally harassed, intimidated or insulted (29%) compared to those without a disability (24%). Just less than two-fifths (39%) of those living in York said they worried about being personally harassed, intimidated or insulted, with 18% that said they were very worried. Females indicated higher levels of concern (37%) compared to males (19%).

1.38   All of these concerns are relevant, however as an overall picture it is clear they are not strong enough to affect feelings of safety and when asked if they were a major problem in their area, figures are low, albeit many described issues such as drugs, alcohol and burglary as a minor problem.

1.39   There is however specific groups that as well as being identified in the analysis gave a voice to some of their concerns, with hate crime mentioned frequently in the groups and face to face interviews. In regards frequent and important priorities, hate crime was mentioned by many in terms of an issue that was still a very important and needed more of a focus as it affected many residents' feelings of safety. There was a general belief the police still did not do enough around preventing hate crime. Hate crime support services supported this theory and argued there should be more reliance on the third sector to help address the issue, which comes back to the point around recognition of the services available within the sector.

1.40   Hate crime was also a key issue for young people (focus group), many felt threatened and intimidated in many parts of Scarborough for how they looked or who they associated with. Again many were able to recite examples of where they had been targeted, but as with the BME community, it was clear many did not report these incidents, it was almost accepted.

1.41   Many felt hate crime is a very difficult issue to prevent as it's about changing attitudes.

1.42   It was again clear in the additional needs group that all had suffered a hate crime at some point and gave recent examples. This group in particular were less able to react and take action to such crimes and again it was the voluntary sector that was recognised and praised for its support.

1.43   Additional need attendees said that feeling vulnerable and unsafe increased in York City centre, especially at night and on public transport. The latter was seen as a real issue, especially on trains and buses and even in taxi's.

1.44   More consideration for people with additional needs from a police perspective and the idea of setting up safety points for access and help if required were mentioned as something the police could work on in partnership with others.

1.45   Additional needs attendees had a more positive perception of the police but limited contact. There was some confusion over how to contact the police, which potentially could increase vulnerability.

1.46   Mental health and learning disabilities and a general focus on vulnerability was considered a priority by many stakeholders and the need to tackle hate crime. Education was seen as a key component to addressing hate crime and the impact it can have.

1.47   All three of the objectives around the goal of protecting vulnerable people scored a net importance score of 90%+ and all ranked in the top six scores. This was tested as part of the telephone research:

Can you advise how important you think each of the following are in contributing to prevention and early intervention:						
Aspect	Net Important (%)	Very important (%)	Fairly important (%)	Neither (%)	Not very important (%)	Not at all important (%)
Safeguarding children, young people and adults	98.2 (R1)	89.5	8.6	0.9	0.7	0.2
Address domestic abuse and sexual violence	97.8 (R2)	84.0	13.8	1.7	0.4	0.1
Mental health (including learning difficulties)	92.6 (R6)	74.3	18.4	4.5	1.5	1.3

Key Findings   Early Intervention and Prevention

1.48   Drugs and the impact of drugs feature heavily throughout the findings and overwhelming, telephone respondents identified drugs as the single biggest cause of crime in their local area (30%) with a lack of facilities or options for young people mentioned the next most frequently (13%). Alcohol and social deprivation and poverty were also considered significant as 12% and 10% respectively said that they were the single biggest cause of crime in their local area.

1.49   Drugs were identified much more frequently by respondents in the Scarborough district (44%), whereas alcohol was mentioned the most frequently by York residents (17%).

1.50   The issue of drugs and people dealing drugs was prominent again in terms of concerns over crime in their area, with 38% that said they were worried about this; motoring offences (37%) were also mentioned frequently. Slightly less were worried about anti-social behaviour (35%) and people being drunk or rowdy in public places (31%).

1.51   Those aged 16-24 were the least worried about people using or dealing drugs (30%) whilst those aged 45-54 indicated the highest levels of concern (48%). Females also indicated higher levels of concern as 42% said they were worried about people using or dealing drugs compared to 36% of males. Residents living in Selby (48%), Scarborough (44%) and York (40%) also voiced higher levels of concern. A fifth of residents in Scarborough said they were very worried about this issue.

1.52   A similar pattern emerges with fears around people being drunk and disorderly as a higher level of those aged 55-64 (39%), females (35%) and those living in York (34%), Scarborough (34%) and Selby (41%) said they were worried. More than 10% in both York and Scarborough said they were very worried. Anti-social behaviour was more of a concern in the three main urban areas of York (31%), Scarborough (35%) and Harrogate (33%).

1.53   Respondents were also asked what they consider to be a priority in their local area, this was an unprompted question and more than two-fifths said they wanted more reassurance (i.e. having more police on the street. Drug prevention featured heavily again with 18% suggesting this should be a priority. More than a tenth said preventing burglaries (13%) and speeding (13%) should also be a priority in their area.

1.54   It is the older age groups (44-54 (44%), 55-64 (45%) and 65+ (54%) that identified reassurance more frequently as a priority as did those living in Selby (55%) and Harrogate (54%). Drug prevention was mentioned more frequently by those living in Scarborough (22%), burglary was a higher priority for those living in Hambleton (21%) and speeding was mentioned more frequently by those living in Richmondshire and Craven (24%). Hate crime was mentioned by 12% of residents on Selby and 7% of residents living in Craven.

1.55   There was very little disagreement from telephone respondents around the preventative concept, with just 6% that said they disagreed with the principle of tackling the cause of crime and anti-social behaviour rather than the symptom. More than half (51%) agreed with the principle and 38% strongly agreed with this approach. This again is very encouraging when thinking about the proposed model.

1.56   A focus on children and young people at an early age and tackling drugs and alcohol all received approximately 95% combined importance scores. There was less importance (83%) placed on the objective on engagement and education, although this has come out strongly in the focus groups.

Can you advise how important you think each of the following are in contributing to prevention and early intervention:						
Aspect	Net Important (%)	Very important (%)	Fairly important (%)	Neither (%)	Not very important (%)	Not at all important (%)
A focus on children and young people	95.9 (R3)	69.4	26.5	2.4	1.1	0.6
Engagement and education	83.3 (R11)	45.7	37.5	5.1	8.6	3.0
Tackle drugs and alcohol	94.7 (R5)	69.2	25.5	2.5	2.5	0.3

1.57   Other issues stakeholders identified in the interviews focussed on prevention and early intervention through better mental health support, domestic and sexual violence and the night time economy were also identified as key areas for upstream thinking. Underpinning all of these issues was the desire to see more and better education and engagement. All of which is reassuring for the initial thinking around the plan based on the goals and objectives proposed as part of this research.

1.58   Many young focus group attendees felt education was key and that the police needed to work with schools at a much earlier stage, the fire service were referenced as a partner to replicate in terms of education and engagement.

1.59   Reinforcing what partners have said, offenders argued that services such as the Women's centre could be life savers and key contributors to the preventative agenda or other voluntary groups such as the church were also mentioned.

1.60   In addition non-statutory services such as youth zone's and sports facilities were cited as safe places to be and such facilities were seen as effective crime prevention from a young person's perspective.

Key Findings   Cut Crime and ASB

1.61   Opinion was very much divided when telephone respondents were asked the question, 'do you feel that funding cuts have had an impact on policing in your area' with 39% that said they had and 40% that said they had not with just over a fifth who did not know.

1.62   Interestingly it is the more urban areas of Selby (45%), York (47%) and Harrogate (47%) that said they did not feel the funding cuts had impacted policing in their area.

1.63   When prompted, however the vast majority of respondents (87%) that had said they felt funding cuts had impacted on policing in their area felt that the biggest impact had been fewer officers on the street which arguably is less noticeable in urban areas.

1.64   Thinking about cutting crime in their local area and looking at priorities in a slightly different way when telephone respondents were asked about services they felt were needed, wanted or nice to do, less than two-thirds of respondents suggested visible policing (64%) was needed, 21% said this was wanted and 17% said it would be nice to do.

1.65   This provides a very interesting breakdown of an issue which is often perceived as a huge priority and highlights that major crime and partnership working is considered more of a necessity at present as almost all respondents (93%) of respondents considered the investigation and resolution of major crimes to be something that was needed within their local area. The same amount of respondents indicated that answering and responding promptly to emergency calls (68%) was a service that was also needed in their area. Working closely with partners around improving victim services was also very high.

1.66   The vast majority (85%) agreed that North Yorkshire police should ensure they invest in new technology as an enabler for more and improved community policing. Less than a tenth (8%) disagreed with this suggestion.
This is a good indication that the force are on the right tracks in terms of their current thinking/transformation.

1.67   Higher importance (96%) was placed on the reduce re-offending objective linked to the cut crime and ASB goal with just less than 90% being placed on proactive policing (90%) and the Strategic Policing Requirement (89%).

Can you advise how important you think each of the following are in contributing to helping cut crime and ASB:						
Aspect	Net Important (%)	Very important (%)	Fairly important (%)	Neither (%)	Not very important (%)	Not at all important (%)
Reduce re-offending.	**95.9 (R4)**	**75.7**	20.2	3.3	0.5	0.3
Proactive Policing	**89.9 (R8)**	57.1	32.8	6.0	2.8	1.3
Strategic Policing Requirement	**88.6 (R9)**	55.5	33.2	8.6	1.7	1.0

1.68 There were a number of key issues raised within the offender's focus group and a number of key triggers to reoffending were identified. Offenders and substance misusers generally had a negative perception and relationship with the police; many gave examples of how they felt they were treated differently and unfairly.

1.69 Housing is a big issue for offenders in that provision and vetting of landlords was considered inadequate and dangerous and led to reoffending and vulnerability.

1.70 Most said that there was a general lack of support and that once released from prison, many said they felt helpless and abandoned which was a key driver to reoffending. It was perceived to be a disorganised and dysfunctional system without any plan or strategy.

1.71 Addiction (another reference to increasing crime) was said to be something that was not prioritised enough and handled in a way that was effective.

1.72 Young people in the focus group also saw mentioned the need to reduce reoffending as many felt this was not currently working in Scarborough.

1.73 Young people also seem have a negative relationship with the police service as suggested they need to be more proactive, many mentioned a lack of trust or intimidation as the key reason for this. Young people said they often see violence and incidents and don't feel the police always lead by example and use violence unnecessarily at times and can be antagonistic.

1.74 PCSO's and the use of civilians were mentioned regularly in both focus groups and in-depth interviews and the perception of PCSO's was very positive and many felt these could be utilised and added value. It was encouraging to hear so much feedback on how communities and individuals could support proactive policing.

Key Findings   Improve Victim Care

1.75   There was generally less emphasis on victims services as part of this work due to the more comprehensive Victims Needs Assessment commissioned by the PPC and as mentioned earlier this should have a key input when devising the refreshed plan.

1.76   When the objectives for the improving victim services were tested with telephone respondents support was high across all objectives with just one exception - the restorative justice objective, with less than half rating this as an important priority (48%). This may be a lack of understanding from the description given.

1.77   This is further supported, as when respondents were asked to consider four statements based on alternatives to traditional punitive measures of dealing with people who commit crimes, two of the alternatives were favoured in terms of overall agreement as the majority (85%) agreed that convicted criminals should be made to explain their actions to their victims at the victims request and 84% agreed that victims of crime should be able to request meetings with the people who committed the crime in order to inform them of the impact of their actions.

Chapter Two: Literature Review and Theme Development to Support the Refreshment of the Police and Crime Plan

2.1   Introduction

2.1.1   One of the most important functions of the Police and Crime Commissioner for North Yorkshire is to set the vision and strategic direction for policing over the long term. As such the Police and Crime Commissioner will need to consider various intelligence assessments, such as the Joint Strategic Intelligence Assessment (JSIA) prepared by North Yorkshire Police and the Joint Strategic Needs Assessment (JSNA) prepared by the Health and Wellbeing Board of the County Council and the City of York in collaboration with their Clinical Commissioning Groups (CCGs).

2.1.2   This intelligence should be triangulated with other environmental information, both internal and external such as Government expectations outlined within the Strategic Policing Requirement (SPR) and evidence about 'what works' in policing (see later), as well as, and perhaps most importantly, the views of local people about what they need and expect from their local police service. However policing does not take place in a vacuum and it is therefore crucial that the Police and Crime Plan also reflects and aligns seamlessly with plans of other community safety stakeholders such as the local Community Safety Partnerships and the North Yorkshire Criminal Justice Board.

2.2   Community Safety in Context

2.2.1   The Comprehensive Spending Review of 2010 ushered in a new period of austerity across public services that continue to this day with across the board cuts of approximately 25%. This has created greater pressure for further integration of local public services and a drive towards sharing services and engaging with the commercial sector. The 'State' will continue to be rolled back and the remaining elements will be much less, as well as having to deliver 'more for less'. The prevention of crime and the successful, timely and efficient apprehension and conviction of criminals, their humane treatment and effective rehabilitation rank amongst the highest obligations of the state. The lack of efficient and effective policing – visible or otherwise – would imperil public safety, and diminish the reach and quality of public justice.

2.2.2   This is the world in which PCCs now find themselves and will need to foster an environment within policing and community safety of doing things differently as well as doing different things to achieve the desired outcomes. The PCC will provide the strategic drive as brokers and commissioners of services. Different organisational structures, changing attitudes and behaviours may be needed with new and different management structures and approaches. The biggest challenge is securing higher levels of public safety and protection with reduced resources.

2.2.3   As a previous Policing Minister said 'With a different dynamic with partners, citizens and communities, business as usual is no longer an option....a fundamental redesign of police force organisation is now needed'.

2.2.4   There is however strong public demand to improve policing and levels of community safety. A low level of crime is generally considered one of the most important, if not the most important thing in making somewhere a good place to live. Many people would probably also agree that the key need for their area was reducing crime levels.

2.2.5   The Home Office is responsible for community safety policy but the introduction of Police and Crime Commissioners in November 2012 has seen the biggest shake-up of police governance for over 50 years, the Government claiming that this has introduced a new democratic legitimacy into policing. Local partnership arrangements play a key role in spending Government funding but the last 18 months has seen convoluted and complex funding arrangements streamlined with many funding streams re-channelled to Police and Crime Commissioners to determine allocation. There is an opportunity now for the Police and Crime Commissioner for North Yorkshire to develop new partnerships with non-police agencies, such as health and social services to recognise how their respective agendas are interdependent and mutually reinforcing as all these agencies are likely to be dealing with the same cohorts of individuals. Poor health and limited life chances often (but not always) go hand in hand with a greater capacity for victimisation and offending.

2.2.6   The public's sense of community safety is linked to the beliefs about the chances and consequences of becoming a victim of crime. Despite perceptions, the reality is that most people have a low chance of becoming a victim of crime, with young people aged 16-24 being most at risk. North Yorkshire is generally recognised as one of the safest places to live in the country. It is not only crime that affects public concerns – vandalism, racial harassment and graffiti for example, also have an effect. The way in which basic public services work together in tackling all of these issues affects levels of public safety. The age profile is different between the City of York and the County of North Yorkshire and will in part determine the style and focus of policing activity.

2.3 Methodology

2.3.1 To help identify some broad long term goals for the Police and Crime Commissioner in support of the 'Be Safe, Feel Safe' vision, around which more specific objectives can be clustered, it was necessary to draw together the 'needs assessments' which have already been undertaken by North Yorkshire Police and the North Yorkshire Health and Wellbeing Board following data collection and analysis processes. This JSIA would help to inform the North Yorkshire Police operational 'Control Strategy' and potentially the creation of a new Police Operating Model, whereas the JSNA would assist in shaping the Health and Wellbeing Board Strategy. The information contained in the North Yorkshire Police JSIA will also contribute in determining the strategic priorities of the Community Safety Partnerships in each geographical district as well as the City of York.

2.3.2 It is important not to take a one dimensional view of the world but, if possible , to overlay various different datasets across public and voluntary sector agencies to systematically analyse the information in order to identify who is at risk, why they are at risk and what can be done about it. This data analysis, carried out by the Police, Criminal Justice and Health agencies in developing their 'needs assessments' should allow for a close investigation of the data collected, in the hope that 'unpicking' it will flag up important themes and issues that need to be considered in more detail, or understanding why certain occurrences happen, where and when they do. Understanding this will enable the Police and Crime Commissioner, with partners, to tailor interventions to stop it happening again, perhaps through a joint commissioning process. Such an approach is referred to in the current Police and Crime Plan as an 'Insight Centre' to 'harness the power of data and intelligence more effectively to shape services based on evidence and insight'.

2.3.3 Due to a lack of direct access to any datasets SMSR have relied on the analytical skills of others through the interpretation of the final products of this data analysis, namely the JSIA, JSNA and when completed the Victim Needs Analysis (VNA). It is of importance to note that at the core of an effective preventive practice are intelligence, analysis, and deeper richer understandings of crime problems. This need ranges from the need for effective management information and business intelligence in order for leaders across agencies, not least the PCC, so that they can make key policy decisions that shape preventive activity at a strategic level. Other PCCs and Forces are focusing on significantly strengthening the intelligence capabilities of the Force and Community Safety Partnerships through a more multi-agency data-hub that will pull strategic information and assessment more closely together.

The 'Third Entity' approach developed with all partners is an ambitious project to share back office functions and data as the nature of crime prevention and reduction is such that it now requires strategic decisions to be taken across a range of partner agency data to be effective. For example the effective analysis and interpretation of data by all partners can help to identify and establish *'shared purpose'* leading to a joint problem-solving approach and potentially aid joint commissioning activity through pooled budget arrangements. A central multi-agency data hub that would do the data collection and analysis on behalf of individual agencies and partnerships using common datasets so that all plans and strategies are based on the same data would be sensible. This would help to align planning cycles and produce a joint strategic assessment that is multi-dimensional and built from the bottom up. This would mean a better use of data and evidence through strategic intelligence and analysis that brings a range of partners and stakeholders together to systematically review the evidence and decide what needs to happen as a result.

2.3.4   SMSR has considered in effect the presentation of the data via the JSIA, JSNA etc. which has led to the formulation of priorities for those particular organisations and will contribute to the priorities of Community Safety Partnerships. In the case of policing this is generally presented by way of crime types which are important for the consideration of the PCC but this should be married with other environmental data that helps address root causes of crime and criminality. A programme of work that builds on this by way of stakeholder and public engagement will allow for the creation of a Police and Crime Plan that is coherent and coordinated with the plans of others, so we have essentially aligned work-streams, creating synergy and efficiencies, rather than parallel strategies which are competing for ever diminishing resources. This can also lead to the idea of pooling budgets where there is 'shared purpose' to achieve more sustainable outcomes for the public.

2.3.5   The broad Police and Crime themes will be developed from the assessment of the common issues that emerge from the various products of data collection and analysis, but the more specific police and crime objectives will inevitably involve a process of prioritisation which will include partner and public engagement. The merging themes at section 14 have however been developed from a comprehensive assessment of the existing products of police and partner analytical work and a firm understanding of national drivers and evidence of what helps or works in terms of delivering safer communities.

2.3.6   In the future, in terms of addressing the Police and Crime Plan goals and objectives, it could be argued that this should be much more evidence based so that the PCC, Police and Partners increasingly know the effectiveness and cost of the interventions within the community safety / criminal justice system so that strategies can be driven by this evidence base rather than the views of stakeholders. However, forensically

examining the success (or otherwise) of interventions and activities is not something that the police service is currently very adept at, although the introduction of the College of Policing aims to rectify this shortcoming. Having said that it must be recognised that establishing 'cause and effect' within policing is very complex and in any event are not always (or even often) directly related.

2.3.7   The above activity is an essential component of the strategic planning process that must be owned by the Police and Crime Commissioner.

2.4   The State of Policing – HMIC Assessment

2.4.1   This document was published in April 2014. It refers to a changing demand for policing services, as the nature of crime is changing. In particular the internet and associated technology have created conditions in which criminals have greater opportunities to operate in an environment which they believe to be safer, where opportunities to offend are more readily or easily available, where victims are more vulnerable and more numerous, and where offending of new kinds is possible. It will be necessary for the police to intensify their efforts to understand and exploit the capabilities of modern technology to disrupt and prevent criminal activity, and find, pursue and apprehend those who engage in it.

2.4.2   As well as highlighting some new demands this report emphasises the virtues and necessity of a more preventative approach. Virtually all of the costs of the criminal justice system are incurred downstream of the commission of an offence. Prevention is far better than cure in policing and criminal justice. It is therefore extremely important that the first obligation of the police, in preventing crime, is given the attention and resources required.

2.4.3   We recognise, in refreshing the Police and Crime Plan that crime prevention is not the sole obligation of the police; it is the obligation of every citizen and that includes other agencies and emanations of communities and the state. Parents and families, as well as schools and other educational institutions, must instil in children a strong appreciation of right and wrong, and the reality, instincts and inclinations, motivations and means, to behave as responsible and law abiding citizens, and not to be drawn into disorder, crime or the circumstances which create and intensify the conditions in which crime is the easiest and most attractive option. Prevention is also an obligation of health professionals, particularly in the field of mental health where undiagnosed or untreated illness can, as we know, lead to the commission of serious violent crime.

The other parts of the criminal justice system, with which the PCC needs to build effective and productive relationships, namely the CPS, the Courts, the Prison Service and Probation/CRCs have material parts to play in ensuring that offenders are prosecuted, receive appropriate sentences which meet the combined purposes of punishment, public protection and rehabilitation, and that the probabilities of reoffending are kept to the irreducible minimum.

2.4.4   The criminal justice system is of course concerned with the consequences of the failure to prevent crime. The causes of crime are many. As we will explore they include social dysfunctionality, families in crisis, the failings of parents and communities, the disintegration of deference and respect for authority, the fears of teachers, alcohol, drugs, a misplaced and unjustified desire or determination to exert power over others, envy, greed, materialism and the corrosive effects of readily-available hard-core pornography and the suppression of instincts of revulsion to violence. Unsurprisingly there is no definitive list that police forces could use when considering how best to construct crime prevention plans. It should also be borne in mind that many people who offend today were victims of abuse or neglect when they were much younger. For this reason that a focus on children and young people, linked to the safeguarding agenda and the troubled families initiative will be important for the Police and Crime Commissioner to consider. A significant proportion of inmates in British prisons have low levels of literacy and numeracy, and receive little or no education in prison.

2.4.5   The Police and Crime Commissioner and Chief Constable will need to work with local entities and use the best available evidence to intervene with troubled and chaotic families and individuals, trying to give them stability and purpose in their lives, to divert them from the temptations of crime or the downward spiral to offending. There is also an opportunity to work with the Early Intervention Foundation, whose work is sometimes characterised as providing a thin wire fence at the top of a cliff, preventing a catastrophic fall, which is of course far better for all concerned than a gold-plated ambulance at the bottom.

2.4.6   The Police and Crime Commissioner for North Yorkshire has considerable power and influence in this respect, including the power to provide funding for the provision of grants to occupy young people in worthwhile activities and so deflect them from crime and the temptations of crime.

2.4.7   Dealing with crime and its consequences is not the sole preserve of the police. Sir Kenneth Newman, when Commissioner of the Metropolitan Police, rightly insisted that "crime is a problem for society as a whole; it is too important to be left to the police alone".

2.4.8   Whilst both recorded crime and public perceptions of crime have fallen in recent years, that is little comfort to the victims of crime, many of whom suffer terribly, with the effects lasting for many years. This is perhaps particularly true for murder, which has multiple victims and other violent crimes, in particular crimes of a sexual nature and crimes against children and other vulnerable people.

2.4.9   Whilst the police may often be effective and efficient is bringing some offenders to justice (and there are real concerns about the low investigative outcomes for crimes such as dwelling burglaries, domestic abuse-related crimes and vehicle crime) – it is of course better for everyone if the crimes in question are not committed in the first place. It is therefore important that the police get upstream of offences, and intensify their efforts to prevent crime, in partnership with the other agencies and emanations of the state and with the close participation of the public. This sentiment succinctly reflects the proposed new Police and Crime Plan model for North Yorkshire.

2.4.10 Given the significant interdependency of the different agencies and institutions concerned with the prevention of crime, it is undeniable that appreciable limitations on the resources available to them will have consequential adverse effects on the efficiency and effectiveness of the police. However, it must be remembered that, once a crime has been committed, it is the police who bear the responsibility of investigating the crime, apprehending the offender and taking the case to the appropriate point in the criminal justice system. This may help in redesigning the Operational Policing Model, building on the three critical roles of the police, namely prevention, investigation and prosecution, with resources allocated in that order.

2.4.11 It is unsustainable for any police force to decline to attend and properly investigate crimes of a serious nature such as burglary or domestic violence. Moreover the trust and responsibility which the community has given to the police goes much further than an expectation that the police will respond to reports of crime. Many crimes are unreported, sometimes because victims are vulnerable or otherwise afraid. Examples include domestic violence, sexual offences and offences against children. In all these cases, barriers of one kind or another exist, and it is the responsibility of the police to be proactive and look for these crimes, and to devise and implement measures designed to increase the confidence of victims in reporting crimes and giving evidence, and to persuade those who erect and maintain those barriers that they will be pursued and prosecuted. Reactive or responsiveness policing is only a part of the function of the police, and the Police and Crime Commissioners, Chief Constable and others should never dismiss or disregard the imperative of keeping everyone safe, especially the silent, the fearful and the weak.

2.4.12 It is essential that the criminal justice system never forgets that when an offence has been committed, a victim has been created. It is important that the police, and other agencies of the criminal justice system and partners associated with it, discharge their obligations of compassionate and sensitive engagement in communication with the victims of crime, to rebuild their trust and faith in their safety and security, and the common obligations of their fellow citizens to use their strength to help those with a deficit in it, particularly at times of vulnerability and crisis.
This Police and Crime Commissioner has a clear responsibility to drive improvements in this area through new commissioning powers in relation to victim services enacted through the Anti-Social Behaviour, Crime and Policing Act 2014. In addition the Police and Crime Commissioner needs to ensure that the statutory agencies are responding effectively to the new Victims Code of Practice.

2.4.13 As mentioned previously, the prevention of crime is not only the function of the police, but involves the whole community and its agencies, such as those concerned with education, housing, health, social services and the protection of the vulnerable, prisons and probation. The Police and Crime Commissioner has an enormous geographical area of responsibility, but many interlocking and overlapping jurisdictions, objectives and sets of powers in different hands with which to deal and which require co-ordination to serve the public. The collaborations which the PCC has a duty to keep under review do not extend only to arrangements between police forces. They can extend to ones with other emergency services, local authorities, the voluntary sector and the private sector. The opportunities for constructive and valuable joint working which improves the quality of service to the public and does so more efficiently must not be disregarded. The Chief Constable has a key role to play in assisting the Police and Crime Commissioner identify and exploit these possibilities for the common good. The Police and Crime Commissioner must also encourage and secure the cooperation of others in the multi-faceted objective of preventing and reducing crime and protecting and supporting victims of crime.

2.4.14 The public of course now have a greater voice in shaping the content of Police and Crime Plan but this needs to be carefully considered alongside the national and regional policing threats as well as local intelligence provided by the Force and partner agencies. Police and Crime Commissioners need to work together in matters of regional and national policing needs, understanding and making appropriate provision for the threats of serious and organised crime, the international nature and mobility of criminality, the realities of cybercrime and cyber-enabled crime, and the need for co-operation of police forces. That is what is required by the Strategic Policing Requirement.

2.5 Strategic Policing Requirement (SPR)

2.5.1 The Strategic Policing Requirement (SPR) was issued in July 2012 and sets out the Government's view of the national threats that the police service must address. When exercising their responsibilities, both the Police and Crime Commissioner and the Chief Constable must have regard to the SPR.

2.5.2 The threats to national security and public safety outlined in the SPR are such that they may affect multiple police force areas, or may require resources to be brought together from multiple force areas (such as the response to public order riots in 2011), in order for the threat to be countered efficiently and effectively.

2.5.3 These threats, which include terrorism, serious and organised crime and cybercrime cannot be managed by a single police force acting alone and will require a response rooted in local and regional policing. This will necessitate the forging of effective working relationships by North Yorkshire Police with the National Crime Agency (NCA) and other law enforcement agencies such as Customs and Excise.

2.5.4 In the refreshed Police and Crime Plan and Operational Policing Model there must be a demonstration of the appropriate capacity and capability to contribute to the Government's counter terrorism strategy ("CONTEST") by identifying, disrupting and investigating terrorist activity and protecting critical national infrastructure, civil nuclear sites, transport systems and the public. At the very least it is essential that nothing is done to weaken the contribution of the police to countering the threat from terrorism.

2.5.5 To effectively contribute to the SPR the Police and Crime Commissioner will need to be convinced that in any new police operating model (including through collaborative arrangements) that there is adequate specialist capabilities, for example to respond to cross border threats, to investigate cyber investigations and to respond to critical incidents.

2.5.6 Digital technology and the internet are rapidly providing criminals with new opportunities to commit crime. Cyber-crime is a description of both a class of offences which is relatively new, and a class of 'old' offences – such as fraud – which is made easier to commit by means of the internet and associated technology. The JSIA document suggests that the majority of cyber-enabled crime is committed against vulnerable people and may involve stalking and harassment, psychological domestic abuse, sexual exploitation or fraud, all of which impact on a person's ability to be, and to feel safe.

To manage any emerging risks the new Operational Policing Model recommends the creation of a Cyber-Crime Unit and increasing the capacity of the Digital Forensic Unit. This is to be applauded as the current view from the public is that most forces do not devote sufficient resource to deal with this these crimes.

2.6 Existing Police and Crime Plan Objectives

2.6.1 The current Police and Crime Plan provides a solid foundation upon which to move forward emphasising the need to reduce harm and respond effectively to crime. However it is largely a plan than focuses on the reactive or curative side of policing, which is important, but it could be argued that in today's world of ever tightening fiscal constraint there is a need to rebalance the focus of the Police and Crime Plan, and then the police operating model, to one that places a greater emphasis on the preventative agenda through enhanced partnership working and early intervention principles.

2.6.2 The long term improvement in policing depends not just on doing the same things more efficiently but on doing different things, defining new opportunities (through collaboration for example), managing demand, and reshaping the Force to grasp those opportunities. The role of the Police and Crime Commissioner is not to focus on an operational detailed view but to develop a holistic and broad organisational perspective.

2.6.3 A closer examination of the Police and Crime Plan 2013-17 identifies the current issues in need of some kind of focused response.

Reduce Crime	Business Crime	Higher confidence and satisfaction in NYP	Complaint handling	IT investment
Improve Victim Support	Reduce Harm	Better protection for vulnerable people	Maximise value for money	Energy Efficiency
Police responsiveness	Hard line with criminals/increase prosecutions	Reduce ASB	Crime Prevention	Prolific Offenders
Police visibility	People feel safer	Reassurance Policing	Collaboration and Efficiency	Reduce Reoffending
Police accessibility	Road Casualties	People focused	Modern Buildings	Appropriate use of cautions
Restorative Justice	Urban and rural crime	Alcohol misuse (driver of DV and ASB)	Sexual assaults	Neighbourhood watch
Strategic Policing Requirement	Speeding and nuisance	Youth crime	Catch and prosecute offenders	Drugs
Hate crime	Expansion of Special Constabulary and use of volunteers	Effective call handling and scene attendance	Cross border crime	Serious and organised crime/Counter Terrorism

2.6.4 One of the key tasks of the Police and Crime Commissioner is to effectively crystallise all of these competing priorities into core goals and objectives that start to map out a pathway toward the achievement of the overarching vision. This will mean being unequivocal about what the PCC is setting out to achieve and why community safety is important to local people. The local vision, goals and objectives must balance competing priorities, and fit the local capacity to deliver. With reducing budgets across the public sector this will inevitably mean some tough choices to determine what is really important and worthy of a sustained focus. It is axiomatic that if everything is a priority then nothing is a priority.

2.6.5 Future strategies and action plans developed in the slipstream of the Police and Crime Plan should cover both preventative work (such as reducing pupil truancy and greater investment in supporting families) and responsive work (such as targeting crime 'hot-spots'). Targets should be used judiciously as they can distort the system and, due to so-called 'gaming', lead to unintended consequences that can deflect from attaining the desired outcomes.

2.6.6   This use of targets within policing however is still in widespread use. The HMIC comment that this is due to the fact that many police and crime commissioners have included them in their police and crime plans but also because many senior police commanders have spent a large part of their careers driven by targets, and may find it difficult to adopt any other approach.

2.6.7   HMIC further comment that there is no question that in order to understand the quality of performance and its efficiency, performance has to be measured. However, police recorded crime measures only certain types of crime, and omits significant and important types of crime. They also omit many of the other things that the police are required to do in their role of keeping people safe, for example searching for missing persons, ensuring that lawful protests remain peaceful, and deal with people with mental health problems. It is also important to note that in the broad measures of crime, no account is taken of the relative seriousness of crimes; a rape counts as a single crime with no greater importance as shoplifting or possession of Class C drugs. And so, when police commanders are driven by such crude targets, the incentive for officers is to pursue crimes which are easy to detect at the expense of more serious crime which is harder to detect, and to therefore neglect the primary purpose of the police which is to prevent crime and keep people safe.

2.6.8   Once the measure becomes the target it ceases to be a useful measure of performance. Measures should be used as information, not as outcomes to be pursued for their own sake. We have seen examples of how this has created a perverse effect by criminalising young people when a more reasoned and proportionate approach would be right and the waste of resources that may come from such an approach. Most targets are based on measures of volume crimes and few are concerned with serious organised crimes of the greatest complexity.

2.6.9   It is the responsibility of the Police and Crime Commissioner and the Chief Constable to ensure that officers and staff concentrate on what matters most, not what scores highest in the partial and imperfect, discredited performance measurement systems of the past. The removal or reduction of targets however does not and should not lead to the abandonment of any performance measurement.
How else could the Police and Crime Commissioner gain some understanding of force's performance in the categories of crime in question.

2.6.10 A HMIC inspection of how police officers prevent crime in the field found weaknesses in relation to operational and technological support to officers and limitation in crime prevention training. This led the then Chief HMI, Sir Dennis O'Connor to comment:

"No longer can the police operate as they have – in a predominantly reactive way that chases increasing demand for service. This is especially true in these times of austerity where more is needed for less. Now is the time to return to a preventative policing approach: one which was the foundation of modern policing in 1829, but was lost in the 1970s – as the service invested new technology in a predominantly reactive system of policing that is no longer sustainable"

2.6.11   To achieve this shift in policing approach, the service will need to be clear about its mission – it could be questioned that the mission of North Yorkshire Police in its new Operational Policing Model - 'to be the most responsive service in England' is not totally in tune with this new enlightened thinking.

2.7   North Yorkshire Criminal Justice Board – Business Plan

2.7.1   There is a need for the Police and Crime Commissioner to engage with local Criminal Justice Board to ensure they draw up complementary strategies to support joint objectives wherever possible, with funding and resources then aligned to focus on areas of greatest need.

2.7.2   The North Yorkshire Criminal Justice Board Business Plan 2012/13 highlights successes to date (IOM, Domestic Abuse, Digitalisation, Restorative Justice and Community Resolution Disposals, Community Cashback Scheme and the use of Conditional Cautioning).

2.7.3   It then outlines the Board's priorities for the current year which support three themes as follows:

Efficiency and Effectiveness
- Digitalisation of the criminal justice system
- Effective end to end case management
- Appropriate disposals with quality outcomes

Reducing Reoffending
- Integrated Offender Management (IOM)
- Youth Justice, including transition from youth to adult
- Restorative Justice

Victims and Witnesses
- Hate Crime and Vulnerable Victims
- Sexual Violence, including SARCs
- Getting it right for Victims and Witnesses

2.7.4   In terms of reducing reoffending this does seek to address an increasing area of concern around the transition of offenders from the youth to adult system when they turn 18. The Police and Crime Commissioner will need to be cognisant of the priorities of the Criminal Justice Board when formulating her Police and Crime Plan goals and associated objectives.

2.8   North Yorkshire Police Joint Strategic Intelligence Assessment (JSIA) – What does this tell us?

2.8.1   In terms of overall levels of safety it is acknowledged that North Yorkshire is one of the safest counties in the country, but with fewer resources available now and in the future there is a real challenge to sustain and indeed improve this.

2.8.2   The force-wide JSIA is an extensive document prepared for the whole of North Yorkshire with sub sections devoted for each of the district council areas. It essentially gives a picture of existing levels of crime and anti-social behaviour (the signs or symptoms) and recommends the future 'control strategy' for each area. It is less forthcoming on the major causes (diagnosis) of why crime performance is as it is, although several drivers of crime are referred to (see 5.4 below). We will need to comprehend and counter the sources and causes of current performance, outline clear themes and objectives and then exploit the strengths and advantages of the PCC, Force, Partners and the Community to deliver.

2.8.3   This will require an understanding of what the major challenges, obstacles or problems are that will need to be overcome to improve this position for the residents of North Yorkshire. It is this robust diagnosis and comprehension of the present situation (using multi-agency data) that will lead to future multi-agency problem solving. There are obvious links here to proposals to establish an Insight Centre.

2.8.4   A review of existing documentation and extant literature by SMSR is simply a proxy for this but can help define shared purpose but will not determine the approach to be adopted to deal with the challenges and problems. This is a step further in terms of developing cross boundary and cross sector strategy via a 'systems thinking' approach that collectively address issues such as drugs, alcohol, health inequalities, homelessness and poverty that drive criminality and harm communities. Good strategy is not an exercise in 'objective' setting but an exercise in problem solving that sometimes requires hard choices to be made.

2.8.5   The JSIA refers to domestic abuse and the impact that this has on children and young people (for example increased susceptibility to go 'missing from home' or end up vulnerable to criminal or sexual exploitation). It also refers to the affect mental health problems can have on increasing the likelihood of sufferers committing crime or being victims of crime. The Safeguarding of Children and Adults is also featured, particularly with respect to Child Sexual Exploitation with many victims being 'looked after' children with complex and varied needs. Alcohol, Drugs, Reoffending and the familial cycle are all recognised as potential causes or enablers of crime and should form the basis of Police and Crime Plan objectives given the sense of common purpose these issues will have with key partners such as the local authorities and the health service.

2.8.6   Rural crime is recognised as a significant issue across all parts of the County area, theft of vehicles and livestock. Cross border crime and ASB impacts on the County more than the City. During last year 43% of offenders in relation to motoring offences and road traffic collisions were resident outside North Yorkshire. Without trivialising these issues in any way or underestimating the impact on the victim, which can be devastating, do they warrant greater priority than those outlined as emerging Police and Crime Plan objectives in section 14 of this report? This is not undermining the notion of tackling crime which acknowledges the extent to which it crosses local and regional boundaries – this is a perfectly sensible thing to do, it is just the focus of such activity that is questionable.

2.8.7   From the analysis of data the JSIA does not recommend any changes to the current North Yorkshire Police 'control strategy' and intelligence requirement agreed in October 2013. The six priorities manifest differently within each of the districts and the extent and severity of the matters vary significantly. There is recognition that "the underlying causal factors will necessitate a medium to long term multi-agency approach to understanding need and delivering services".

2.8.8   The priorities can be illustrated below:
- House Burglary
- Organised Crime Groups
- Quality of Life
- Rural and Cross Border Crime
- Safer Roads
- Terrorism and Domestic Extremism
- Tour de France
- Vulnerable People

2.8.9   The strategic response recommended to deal with these issues includes reducing re-offending (including out of force offenders), mental health, drug and alcohol abuse, community engagement and profiling, children and young people strategy and technology enabled crime strategy.

2.9   North Yorkshire Council Joint Strategic Needs Assessment (JSNA) – What does this tell us?

2.9.1   The JSNA for North Yorkshire was developed from the epidemiological picture (data) as well as views from the community to help drive future policy and spending decisions.

2.9.2   As part of this process the idea that there should be investment in more preventative activity to save money on acute services was clear. The same applies to the police service and with reducing budgets there is a need to see a better balance between the preventative and reactive approach to tackling crime. This approach to policing and long term crime reduction should see a greater symmetry and coordination between the police, health and social care sectors through an increased focus on the underlying issues that drive crime, such as re-offending, drugs and alcohol misuse, mental health, social care and wider socio-economic factors such as deprivation, education and employment. This will require the PCC and Chief Constable to work across agencies and across boundaries and require a greater focus on the causes rather than the symptoms of crime and anti-social behaviour. Due to the economic austerity facing local people it is important that taxpayers' money is spent wisely, and to do this it will be useful if the PCC and Chief Constable adopted three of the key principles of modern policing, namely **partnerships, prevention and public cooperation.** Indeed the basic mission of the police, according to Peel, is to prevent crime and disorder and the test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it. Above all else however, an effective authority figure knows trust and accountability are paramount, hence Peel's most often quoted principle: the police are the public and the public are the police.

2.9.3   Linked to these principles is a relatively new idea of **early intervention** to 'head-off' future crime and disorder problems; effectively stopping crime before it happens rather than picking up the pieces afterwards. This requires a step-change in partnership working and strategic thinking to recognise that many social problems are interconnected and cannot be solved by one organisation acting in isolation.

***Early Intervention**

2.9.4   It can be argued, without being pejorative in any way, that many children in the Criminal Justice System are probably only there because of missed opportunities by other agencies to meet their often acute and complex welfare needs. Children in the criminal justice system are known to have higher than average mental health difficulties as well as significant learning difficulties and substance abuse problems. The Bercow Review of speech, language and communication needs services for children and young people estimated that 210,000 children and young people pass through the criminal justice system each year who may benefit from approaches which ensure early identification and support, and a 2009 study found very few of the young people identified by YOTs as having communication difficulties had been assessed prior to that approach.

2.9.5   There is a strong body of evidence to show that early intervention with very young children, by schools, children's services/social services and healthcare providers, can be successful in reducing persistent childhood behavioural problems, which may eventually lead to offending, and that investment in early intervention by agencies working in partnership can be cost-effective in the long run. The Independent Commission on Youth Crime and Anti-Social Behaviour noted that the first years of a child's life are essential to the development of the brain and, especially, their social and emotional capabilities. There is also a growing body of evidence (presented by Graham Allen MP 'Early Intervention: the next steps) that people's life outcomes are heavily predicated on their experiences during these very early years. Examples of successful initiatives include parenting support, pre-school education, school tutoring, behaviour and 'life-skills' strategies, family therapy, treatment foster care, constructive leisure opportunities, and mentoring programmes. In short the underlying factors that increase the risk of offending clearly need to be addressed as early as possible. There is significant national evidence that early intervention is effective, and is the best way to prevent offending and improve other outcomes for children.

2.9.6   Some of the key topics highlighted in the JSNA that cut across the police and crime agenda include:

*(i)   **Children and Young People***

2.9.7   One of the best ways of adopting a more preventative approach and working in partnership is through offering children and young people the very best possible opportunities to prevent them from getting caught up in the Criminal Justice System. Many of the factors that affect an individual's risk of crime arise through their circumstances and experiences in early life (often, but not always, linked to social deprivation) which can contribute to lower self-esteem, poorer social skills, poor mental wellbeing etc. This kind of troubled childhood can lead to a greater likelihood of considering and committing crime in later life.

2.9.8   Early years' intervention and targeting of young people who are most vulnerable to (or already involved in) offending is crucial. We should therefore consider introducing the prevention of crime as a core goal with an objective focusing on children and young people. For example it can be argued that diverting young people who display the risk factors associated with offending into positive alternatives such as sport, creative activities, education and training is a way of instilling a sense of achievement, confidence and self-esteem into some of our disadvantaged children and young people. The long term consequence is that children have a better chance of making a success in their lives and this has a sustainable impact on the prevention of offending and reducing re-offending. However there is a cautionary note that such diversionary activities need to be robustly evaluated to identify how the most successful can be 'scaled up' and the less successful abandoned. A mechanism to enable such services to be more coordinated across North Yorkshire would make sense from an efficiency as well as effectiveness point of view.

2.9.9   There is a growing body of evidence provided by the Office of the Children's Commissioner which suggests that diverting young people from the formal criminal justice system is a 'protective factor against serious and prolonged reoffending', therefore diversion through a custody based triage mechanism for example, should have a long term impact on youth crime levels. Youth Offending Teams (YOTs) have been relatively successful in recent years at reducing the number of young first-time entrants into the CJS, but the issue now facing YOTs is how to maintain the reduced entrants to the CJS, reduce custody for young people and reduce reoffending in the face of fewer resources.

2.9.10 To foster a more preventative approach in relation to children and young people at risk of offending will mean shifting resources away from custody towards early intervention and with young people who do offend an approach centred around restorative justice and working with young offenders within a family context is favoured. This might mean that affordable intervention has to take place earlier in the process through switching resources towards children's and social services, and mainstreaming as part of the 'troubled families' programme. There will no doubt be a significant cross-over between the target groups for YOTs and the Trouble Families agenda as it is highly likely that the majority of families identified as part of troubled families are already known to YOTs. Dealing with offenders within the family environment is likely to be more effective than dealing with them in isolation.

2.9.11 The HMIC 'State of Policing' report mentions children as the most vulnerable members of society that require a great level of protection. It states that children who witness violence or suffer neglect are more likely to become offenders when they grow up, and so maintain the cycle of criminality. It is the responsibility of the police, partners and the community to ensure this does not happen, and the cycle is broken. It is essential that the police allocate sufficient resources to specialist child abuse investigation and public protection units, and ensure that staff have sound training in how children should be safeguarded, including in relation to how to recognise circumstances which present risks to children when they attend incidents, such as cases of domestic violence.

(ii)   ***Troubled Families and 'Looked After Children'***

2.9.12 The Troubled Families initiative offers a real opportunity to make a difference as far as young offenders are concerned given that it is the level and quality of contact with the key support worker which appears to make a real difference to young offenders, as opposed to the kind of interventions offered, The Local Government Association (LGA) attributed the success of the youth justice system over the past years primarily to the fact that most orders have a strong element of supervision and regular contact. In addition a recent Ofsted report 'Keeping Children out of Trouble' also stressed the quality of the relationship was important. Early interventions in families will reduce the number of young offenders (and therefore adult offenders) but we will need to be clear about what the interventions are. For example taking children into care (looked after children) is an interventional step in safeguarding children where decisions are taken in the civil justice system. However research from the Prison Reform Trust and National Children's Bureau indicates looked after children are far more likely to be convicted of a crime and end up in custody than other children.

Fewer than 1% of all children in England were looked after at 31st March 2011 whilst a survey in 2010/11 of all 15-18 year olds in prison found that more than a quarter of boys (27%) and over half of girls (55%) had been in care at some point before being sentenced.

2.9.13 Working with the offender in a family environment with greater contact between the YOT and their families is also very important. The Troubled Families agenda offers further opportunities to focus on intensive work with the family as well as with the offender. The Centre for Social Justice describes the family environment as a key factor in children's offending behaviour, therefore 'their criminality is unlikely to be effectively addressed in isolation from family considerations'.

2.9.14 The JSNA highlighted the fact that the number of children in need and children subject to a child protection plan continues to increase. However the number of looked after children is decreasing. In January 2012 there were 3,105 children in need, an increase of 21% from the end of 2008/09 and 456 children with a child protection plan, a 29% increase on the previous year. The majority of children in need and looked after children came under the category of 'abuse and neglect'.

(iii)   Alcohol

2.9.15 Alcohol is recognised in the JSNA as a significant health concern, both for the short term impact of excessive drinking and the longer term impact on conditions such as heart disease. Alcohol consumption is also shown to play a part in crime and disorder. As part of the process to develop the JSNA, local people were asked to identify the big issues affecting health and wellbeing. Typical issues around alcohol were its links with crime, anti-social behaviour, domestic violence and its impact on health. For both crime and anti-social behaviour alcohol is seen as the key causation factor. The consumption of alcohol is strongly associated with violent crime. It must follow therefore that violence may be prevented by reducing the availability of alcohol, through brief interventions and longer term treatment for problem drinkers and by managing the environments where alcohol is served.

2.9.16 Alcohol is 'dose dependent' meaning that the greater the consumption the greater the associated problems. Alcohol availability can be regulated by restricting the hours or days it can be sold and by reducing the number of alcohol retail outlets. An evidence review on behalf of the National Institute for Health and Clinical Excellence (NICE) concluded that reducing the number of outlets in a given area would be an effective way of reducing alcohol-related harm.

2.9.17 The Police Reform and Social Responsibility Act 2011 gives power back to local agencies for local alcohol issues to challenge unacceptable behaviour and gain more control over the opening and closing hours of local businesses to stop crime and disorder. For example a late night levy will allow licensing authorities to raise funds from late night premises to help cover the cost of policing the night time economy. Reduced sales hours have generally been found to be associated with reduced violence and higher outlet densities with higher levels of violence.

2.9.18 Brief interventions and longer term treatment for problem drinkers, such as cognitive behavioural therapy, have been shown to reduce various forms of violence such as child maltreatment, intimate partner violence and suicide. Screening and brief interventions might also be more beneficial if conducted among those attending A&E departments as opposed to those entering custody suites.

2.9.19 The JSNA remarks that alcohol consumption is progressively increasing and there needs to be a 'systematic, co-ordinated approach to alcohol harm reduction and the commissioning of alcohol services'. Alcohol misuse provides common cause for the police and criminal justice agencies (probation) and local authorities (public health, social care, housing etc) and health bodies (CCGs) as an improvement in an individual's health and a reduction in their offending go hand in hand.
The objective is to prevent misuse, ensure those who are dependent are supported and recover and cease committing crime and anti-social behaviour. The JSNA suggests an approach is needed that 'encourages public sector funders and commissioners to further pool resources and to tackle the issue as a whole rather than as specific agency responsibilities'.

(iv) *Domestic Abuse*

2.9.20 The City of York and North Yorkshire Domestic Abuse Strategy adopts the Home Office definition of domestic abuse and as part of the process to develop the JSNA several issues concerning domestic abuse were identified. A report published by Her Majesty's Inspectorate of Constabulary (HMIC) on 27th March 2014 highlighted some police failings with respect to how domestic violence is investigated.

2.9.21 Domestic Violence is an intractable and widespread problem and the local picture presented by the JSNA is that the level of domestic abuse incidents is increasing. This may have something to do with increased confidence to report incidents to the police but the figures will not show the massive under reporting of this type of crime. Research indicates that two women every week are killed by their current or ex-partner and it is estimated that there are 100,000 victims at high risk of serious harm or murder across England and Wales.

Domestic abuse has adverse impacts on the health and wellbeing of victims and is closely associated with child abuse and neglect, as well as a range of other social issues including homelessness and substance abuse. It requires the cooperation of multiple agencies to resolve it, who are now operating in the harshest financial climate experienced for many years. It is also estimated that there is approximately 130,000 children in the UK living with high risk domestic abuse which in itself may require specialist support services to secure the health and wellbeing of those children and young people. Children who live with domestic abuse are at an increased risk of behavioural problems and emotional trauma, as well as mental health difficulties in adult life.

2.9.22 The local picture identifies violence against the person as the predominant crime type, specifically Actual Bodily Harm (ABH) and Common Assault and these offence types are prevalent across all districts.

2.9.23 Whilst there might not be any evidence of a direct causal relationship between domestic abuse and alcohol consumption (perpetrators use violence both with and without alcohol) there is some correlation between the two. The police have an important role to play in tackling domestic abuse and whilst this role has traditionally been regarded as one of enforcement, the police and partners also play a vital part in preventing harm before it occurs. For example high profile campaigns that raise awareness of domestic abuse issues during periods when reporting is known to be higher, such as around the Christmas period and during major sporting events (World Cup 2014) is evidence of good progress.

2.9.24 The JSNA stated that there is a need for the provision of a consistent service across the County. North Yorkshire and York Domestic Abuse Joint Coordinating Group is carrying out a wide-ranging review and developing a joint commissioning strategy across all the partners. The strategy will identify the opportunities for joint funding of domestic abuse services based upon the cost benefits to various partners from commissioning early intervention and prevention services.

2.9.25 Most MARAC referrals come through the police with a smaller proportion from health agencies that are more likely to reflect vulnerable, hard to reach groups. National evidence suggest these will include pregnant victims, those still living with the perpetrator, the young, professional women, those with mental health issues, and victims from black and minority ethnic communities. Early evidence suggests that those victims identified through health agencies experience a shorter length of abuse than victims identified through the criminal justice system or who self-refer.

Locating Independent Domestic Violence Advisers (IDVAs) in A&E and maternity units can help identify domestic abuse earlier, enabling help and support quicker than might otherwise be the case as it will provide easier access to on-site services which benefit vulnerable victims, for example drug and alcohol, mental health and safeguarding nurse teams.

2.9.26 In terms of the prevention and early intervention agenda there is some limited evidence to show that school and community interventions can promote gender equality and prevent violence against women by challenging stereotypes and cultural norms that give men power and control over women.

2.9.27 School based programmes can address gender norms and attitudes before they become deeply engrained in children and young people. The Government's publication in 2012 'Call to End Violence against Women and Girls' supports these ideas. Its guiding principle is to prevent violence against women and girls from happening in the first place, by challenging the attitudes and behaviours which foster it and intervening early to prevent it.

(v) *Drugs*

2.9.28 Drug misuse and/or dependence are key causes and consequences of societal and public health harms, including crime, family breakdown, preventable ill-health, poverty and death. Research from the Centre for Drug Misuse at the University of Glasgow indicates that the numbers of people using heroin and crack cocaine is decreasing, particularly amongst younger people. The research, which estimates numbers of OCUs (opiates and crack cocaine users) at a Local Authority level, estimates that there are 1,803 (2012) heroin and crack cocaine users in North Yorkshire (excluding the City of York). Compared to other areas of the country heroin and crack cocaine use is relatively low, but there is evidence that the use of Novel Psychoactive Substances (or 'legal highs') is growing. The correlation between drug misuse and acquisitive crime is well documented. The police are part of the overall solution and will continue to deal with enforcement issues to restrict the supply of drugs and disrupt organised crime gangs. Effective drug treatment however can impact on the demand for drugs and reduce the harms caused by drug misuse and help to reduce crime. Because drug misuse is a cross-cutting issue addressing these problems requires commitment and joint working between a range of organisations.

2.9.29 Crime and disorder are identified by many of the local community safety partnerships as a serious concern, and drug treatment and recovery work has a positive impact on addressing these issues.

In particular the Drugs Intervention Programme (DIP) works closely with the police, probation and prisons to identify and work with a cohort of targeted offenders across the county, providing treatment and referrals to services as required. Full recovery from drug and alcohol dependence is the desired outcome but the evidence base indicates that recovery is an 'individualised' process and facilitated by their 'social capital' (the personal and recovery resources available to them). So although treatment plays an important part in recovery it is most effective when combined with on-going support in the community (such as peer based recovery support services such as AA, NA, SMART recovery).

2.9.30 The North Yorkshire Substance Misuse Partnership is currently undergoing a reconfiguration of commissioned adult drug and alcohol treatment services. This is intended to ensure that drug and alcohol treatment services across North Yorkshire are delivered in a recovery focused, integrated and consistent manner across the county, and should increase the numbers of individuals successfully recovering from dependence on substances. This in turn should impact on the level of crime and the public's sense of safety.

(vi)   Targeting Offenders

2.9.31 Despite a need to rebalance resources towards a more proactive approach to policing and crime there will always be a need to catch criminals who have committed a crime, ensure they receive appropriate punishment and prevent them from offending again. Whilst punishment is an essential part of the justice system, on its own it is unlikely to stop people re-offending.

2.9.32 The Government estimates that around half of all crime is committed by people who have already been through the criminal justice system; that almost half of all adults leaving prison are reconvicted within a year and that figure is even higher for those serving short sentences. The same criminals repeatedly pass through the courts, prisons and community sentences, creating new victims of crime and extra costs to the taxpayer. With crime rates falling across North Yorkshire the issue is less about offending and more about reoffending.

2.9.33 The use of Integrated Offender Management (IOM) identifies those offenders committing a disproportionate amount of crime, and concentrates effort and resources on these individuals to stop them from committing further crime. It is recognised that such an approach can have a significant impact on reducing serious crime such as burglary and robbery. This links with a focus on drug misuse as evidence reveals that these types of crime are driven by socio-economic factors which require a wider partnership intervention encompassing drugs and alcohol, access to housing and more employment opportunities.

2.9.34   IOM, while not a panacea for reoffending, does provide the framework for agencies to work together to ensure those offenders whose crime causes the most harm locally are managed in a co-ordinated way, bringing coherence to the delivery of relevant local programmes and approaches to tackle crime and reduce reoffending. IOM should probably be more closely integrated with the 'Troubled Families' agenda. IOM teams are multi-agency and gather and co-ordinate intelligence on referrals for offenders convicted or suspected of offending and can provide useful intelligence to the identity of future troubled family cohorts. This would ensure the offending element of troubled families is not lost and can provide useful access to a range of complex criminal justice services for key Troubled Families workers. It also enables criminal justice workers to play an active role in the 'team around the family'.

2.9.35   It is logical and more efficient for the police and partners to target resources and efforts at particular people (as well as particular places) to ensure the best possible return for the public.

(vii)   ***Resettlement and Rehabilitation***

2.9.36   The Government's Transforming Rehabilitation agenda will revolutionise the management of offenders, including for the first time those serving a sentence of less than 12 months. Each so-called contract package area (CPA) will be supported by a small number of resettlement prisons where prisoners will be located prior to release. Providers will deliver provision 'through the gate', becoming involved with prisoners in custody and before release and when they leave. This will mean continuous support with the basics which most offenders need help with, things like housing and healthcare.

2.9.37   Poor resettlement and aftercare has long been identified as one of the major factors why offenders (young and adult) re-offend. The Chief Inspector of Prisons once said that 'the thing that unlocks everything else is accommodation. It does not mean that if you have settled accommodation everything else will turn out fine. It means that if you do not have that, nothing else will work'. A solid home life, a family or a permanent place to stay is vitally important but so too is getting offenders the proper support that they need when they leave the prison gates.

2.9.38   Investing in the rehabilitation of offenders should mean reduced crime and reduced crime means fewer victims. Understanding the context of the choices that an offender makes can help us to better understand how to get them on the right pathway and get more offenders out of the revolving door to our criminal justice system.

2.9.39 Taken in isolation, the speed and complexity of the Transforming Rehabilitation package present significant challenges, not least the potential disproportionate focus on the Humberside area where crime and reoffending is more marked. But these changes do not stand alone or occur in a vacuum; they sit alongside broader changes to policing and to the provision of drug and alcohol services. However, while there may be specific concerns around the timetable, ongoing uncertainties and the payment by results operating model there is an opportunity to shape the solutions and grab the opportunities these changes present.. Building on a strong base of partnerships and innovation, which has reaped real rewards, there is an opportunity to secure the best possible outcomes for local people and neighbourhoods.

2.9.40 The role of the prisons in the CPA will be central to the Transforming Rehabilitation agenda. We have already seen prison closures and reconfiguration of the estate within the region. This includes the merger last year of HMPs Everthorpe and Wolds to create HMP Humber, a category C resettlement prison. It also includes the closure of HMP YOI Northallerton, the only adult male Category C prison in North Yorkshire and a partial closure of HMP Hull. The likelihood is that if you are an adult male offender and have been convicted within North Yorkshire and are serving more than 12 months you will be serving it within HMP Humber, which each year will release around 1,200 people. To reduce reoffending there will be a need to focus on the effective management of those people serving sentences in the local communities of North Yorkshire, as well as ensuring those leaving prison do so with the best chance of desisting from crime.

2.9.41 Transforming Rehabilitation provides opportunities. For example, resettlement prisons should ensure that agencies get better at identifying need and ensuring that these are met in the community when people are released. In navigating the complex commissioning landscape in North Yorkshire the Health and Wellbeing Boards have an important role to play and it will be important for the PCC to strengthen the links between HWBs and Community Safety Partnerships.

2.9.42 Liaison and Diversion and Transforming Rehabilitation also provide an opportunity to break the offending cycle at different points; the onus is to ensure agencies work together in joining those different aspects and developing clearer pathways from the criminal justice system into health and substance misuse services.

2.9.43 The changes to the Operational Policing Model should recognise the critical role they will need to play, building on existing collaborative working such as Integrated Offender Management and Multi Agency Public Protection Arrangements (MAPPA). There should be an increasing focus on Outcomes and to this end work should be done on effective sentencing, which needs to be specific to the individual and the crime that they have committed.

Agencies can then work together to ensure delivery is appropriate and will reduce re-offending. In achieving this, the police will need to work closely with prisons and with the new community rehabilitation companies on ensuring learning is embedded from the most effective interventions and through the gate services. The police will need to play a key role in future offender management arrangements if community sentences are to be community sensitive.

2.9.44 Of course the PCC, as a new civic leader, giving a voice to diverse communities have a central strategic role to play with respect to Transforming Rehabilitation. The PCC can bring together the myriad of players, including local authorities, in driving and communicating change and providing a clear steer through the refreshed Police and Crime Plan. The PCCs wider leadership around Transforming Rehabilitation can drive an honest and challenging debate not about just what services need to be protected but also the need to end protectionism where it does not serve the wider interest. The Transforming Rehabilitation agenda has focused on ensuring that the changing justice landscape makes the right links to the wider shifts in the economy and other commissioning reforms; about ensuring this new picture delivers the best practical outcomes for communities, including making the required links to prevention and community cooperation. At its heart are a number of key priorities: accountability; innovation and collaboration.

2.9.45 In responding to the shifting landscape around us, collaboration and collective action will be critical. We need to strengthen the relationships between custody and community, across North Yorkshire and between the districts and City of York. But when we talk of collaboration there is a need to widen whom we think of and treat as stakeholders and potential delivery partners. Crime has a negative impact on all of us and tackling crime remains high on the public agenda but too often justice services operate out of sight, if not out of mind. In delivering to its role of giving voice to the community, the PCC can go further and actively engage the community in the Police and Crime Plan and new Operational Policing Model. The PCC can encourage service providers to do likewise. Some of the best projects are staffed by volunteers on a shoestring budget. Some of the best mentors to be found are ex-offenders or former drug or alcohol misusers. Some of the local employers could be engaged in helping ex-offenders to secure work and accommodation, a critical contribution to reducing reoffending. In developing a more collaborative model, we seek to understand and support these people and organisations. The PCC will be keen to untap the latent potential and assets within organisations and communities. In short it is about trying to make justice services more social.

2.9.46 There are solid reasons to believe that justice needs to be more social and that wider networks can have a positive impact on crime and community safety. There is a growing body of evidence that shows that our connections to other people, the context and nature of these relationships, and the extent to which support is offered, matter greatly in shaping our behaviour, life chances and wellbeing. These insights are generally not reflected in the way in which core public services are designed and run, particularly within key elements of justice services.

2.9.47 A significant gap remains in understanding the role that offenders' networks – formal and informal – have on their chances of resettlement and rehabilitation and which make them less likely to commit crime. Many of these reflect NOM's existing seven resettlement pathways. But there is a belief that explicitly focusing on networks and how to increase their breadth, quality and strength, could shape how the seven pathways are approached and help to transform rehabilitation. We know that the nature and strength of relationships with family and friends can really matter (positively and negatively). We know that for those who come from high-crime, high-unemployment neighbourhoods or in families where there is generational worklessness, addition problems or offending, role models can be critical in showing there is another path. We know that if you have no links to legitimate employers and work, you are more likely to find an income illegally.

2.9.48 For this reason, we need not only a 'whole system' approach but one that at its heart better understands the 'whole person' and involves the 'whole community'. At the core of justice services is the need to deliver with consent from citizens: this needs to become less of a passive nod, and more of an active engagement and cooperation. Crime is a social problem and needs more of a social response. Rehabilitation is a process or re-socialisation to active citizenship and this process needs to involve more of 'us'.

2.9.49 In practice this means embedding justice services in local communities and the PCC has an opportunity to do this through consultation on the so-called community remedy brought about by the recent Anti-social behaviour, Crime and Policing Act 2014. It also means bringing more people into the prisons to see the work that is happening inside and promoting restorative justice for the community as well as for individuals. It means focusing on the skills and aspirations of offenders and the needs of the local economy, engaging employers as potential self-enlightened partners. We need to treat victims and offenders as important assets that will help us to get our services right, not cheap labour or forever volunteers.

2.9.50 Whilst debate about justice services will always be polarised around hard versus soft approaches, sentencing, the size of the prison population and the role of the police – scratch the surface and what bothers people most is their own safety. To say that making further headway is too important to leave to the police, prisons, justice agencies or the Government is not intended to do a disservice to those who work at the front line. Neither is it to imply that there is a magic bullet – there is no magic bullet. Rather, it could be to take an approach to community safety, crime reduction and rehabilitation based on encouraging a richer understanding of the issues at hand and enabling communities to play a much larger and active role.

2.9.51 This idea might be referred to as building 'rehabilitation capital' which can help to identify the extent to which each person has the required things to resettle, including the relationships they need with services, employers and so on. We need to provide a new way of thinking about the individual (whole person) informed by a much more sophisticated assessment of their needs and assets. In other words there is an opportunity to join up the existing pathways with a far greater focus on the networks that are needed for rehabilitation, including bringing the public, employers and others into the picture.

2.9.52 Preventing or reducing crime means fewer victims and this is the main reason why there is a need to prioritise and collectively invest in the resettlement and rehabilitation of offenders. Understanding the context of choices that an offender makes can help the PCC and key justice agencies better understand what in that context needs to change; how to get them on the right pathway(s); and stop the revolving door of the criminal justice system.

2.9.53 Offenders value getting support to solve practical problems, being listened to and believed in. Interventions that help offenders find employment, develop pro-social networks, enhance family bonds and increase levels of self-efficacy and motivation to change are those more likely to have the strongest impact on the risk of re-offending. Finally intensive supervision is probably unhelpful in reducing reoffending, particularly if it is not accompanied by some form of support addressing the criminogenic needs of the individual.

(viii)   Safeguarding

2.9.54 Safeguarding children is everybody's responsibility, but local government and the police have particular responsibilities. The Children Act 1989 and 2004 are the main statutes covering this area and set out the police's and local government responsibilities. The police will be an integral part of Local Safeguarding Children Boards (LSCBs).

The Police Reform and Social Responsibility Act states that the Police and Crime Commissioner must hold the Chief Constable to account for the exercise of duties in relation to the safeguarding of children and the promotion of child welfare that are imposed on the Chief Constable by the Children Act 2004.

2.9.55 Safeguarding is an area of high public and media profile and it is a time of significant change in the overall approach to safeguarding children arising from the Munro review of child protection. Professor Munro emphasised that risk is inherent to safeguarding services but the risk needs to be effectively managed by developing and sharing professional judgment between services, perhaps via Multi-Agency Safeguarding Hubs (MASHs). In addition the report stressed the need to focus on the child's journey/experience and the concept of early help; that efforts ought to be devoted to getting children and families help before problems developed. The police are in a unique position to identify the early warning signs when a child, young person or vulnerable adult is suffering abuse or harm, and play an essential role in their protection.

2.9.56 Child sexual exploitation is another area of increasing safeguarding concern where the police play a key role.

(ix)   ***Restorative Justice***

2.9.57 Restorative Justice is being recognised as a vitally important tool in helping victims of crime hold offenders accountable for the crime or anti-social behaviour incident committed by providing an increasing focus on more effectively addressing the needs of victims of crime. The PCC will probably want to work collaboratively with the new CPA providers to enhance local provision. Restorative Justice style interventions are promoted as a means of addressing low level offending in the community. It is hoped that Restorative Justice can provide positive outcomes for the victim and community and change the behaviour and attitude of the offender.

2.9.58 North Yorkshire will have received some significant funding from the Ministry of Justice to build capacity and capability with respect to Restorative Justice. This is primarily to be used to build restorative conferencing where a victim meets an offender face to face at some stage in the criminal justice system that is most appropriate for the victim, which may be in prison after the offender has been convicted. The benefits of this approach are well evidenced as providing satisfaction to victims and reducing the frequency of re-offending. More work however is required to assess the police use of 'informal resolutions' following a marked increase in their use.

2.9.59 Findings from the HMIC inspection of the use of restorative justice in the criminal justice system found that there was high victim satisfaction and practitioners are starting to recognise the benefits of adopting such an approach. Those who offend who had taken part in restorative justice conferences, on the whole, reported a positive influence on their views of offending.

(x)   Mental Health and Learning Disability

2.9.60 A recent report by the Government ('Offender Management Community Cohort Study') examining more serious offenders who started community orders between October 2009 and December 2010 found that offenders were predominantly male (84%), probably out of work (only 25% had a job in the week before the survey), not in good health (51% had a long standing medical condition) and nearly a third have a mental health condition. Over a third will also be experiencing problems finding a permanent home and about 30% will describe themselves as having financial difficulties.

2.9.61 This mirrors what we already know about those adults serving a custodial sentence. There is also a strong chance that drugs are a part of an offenders life with nearly two-thirds having used drugs in the month before entering prison, with over a half (55%) will have a serious drug problem.

2.9.62 It is estimated that one prisoner in 10 has a severe mental health illness such as schizophrenia. Nearly half have depression or anxiety. Similar proportions are dependent upon alcohol, illicit substances or prescribed medication, while two-thirds meet the criteria for a diagnosis of personality disorder. These problems are endemic to the offending population across the UK and there is no reason to suspect that North Yorkshire is any different.

2.9.63 Poverty, substance misuse, poor access to services and patterns of social exclusion create and exacerbate existing and pre-existing conditions and lead to cycles of mental health, re-offending, self-harm and disruptive and suicidal behaviour, needs which are poorly recognised and inadequately managed. Too many of this client group end up in police or prison custody, high cost interventions which are inappropriate settings for mental health care, which is ineffective in reducing subsequent offending. The case for diverting offenders with mental health problems away from police custody and especially prison is particularly strong for those currently receiving short custodial sentences i.e. less than 12 months as people in this category are often persistent but not violent offenders. Female offenders with dependent children face additional risk of their children being taken into care. All prisoners risk losing their home and their job.

2.9.64 Recent work conducted by the Yorkshire and Humber Offender Health and Social Care Programme suggests that as many as 1 in 12 prisoners in the regions prisons are likely to have a learning disability and many more experience learning difficulties.

2.9.65 Mental health diversion schemes operate as the interface between criminal justice and mental health services. They seek to ensure that people with problems who come into contact with the police and courts are identified and directed towards appropriate care pathways, particularly as an alternative to imprisonment. Well-designed arrangements for diversion have the potential to yield many benefits including improvements in mental health and reductions in re-offending.

2.9.66 The JSNA recognised mental health as a serious factor relating to offending behaviour and suggested 'addressing the complex, multiple, mental health needs requires active and effective partnership working across the range of health, criminal justice and social care agencies'.

(xi)   *Victim Identification, care and support*

2.9.67 Crime and anti-social behaviour cannot always be prevented. When it does occur the police will always have the task of responding to it and dealing with the victim in a respectful, professional and compassionate way. Later this year the Police and Crime Commissioner will have responsibility for commissioning most of the emotional and practical support services for victims of crime and anti-social behaviour that are currently provided by the voluntary, community and social enterprise sectors. The Victims Needs Analysis (VNA) should help identify where there are current gaps in service provision with particular attention focusing on those who are the most vulnerable, those who are persistently targeted and subject to the most serious crimes, including those victims of domestic and sexual violence.

2.9.68 Interventions to identify victims of domestic violence and provide effective care and support are critical for protecting the health and wellbeing of victims as well as breaking cycles of violence from one generation to the next. Evidence of effectiveness is emerging for the following interventions: screening tools in health settings to identify victims of intimate partner violence and onward referral to appropriate services; psychological interventions – such as trauma focused cognitive behavioural therapy – to reduce mental health problems associated with violence; protection orders which prohibit a perpetrator from contacting the victim, to reduce repeat victimisation among victims of domestic violence.

2.10 Joint Strategic Needs Assessment – City of York

2.10.1 The JSNA for the City Of York recommends that the principle of early intervention informs every commissioning decision taken within York, and that partnership working to achieve this end is regarded as the norm not the exception. It is also recommends active consideration is given to tackling the many and complex issues faced by people living in the most deprived areas of the city which will involve communities working alongside statutory, voluntary and independent partners. These are principles that the Police and Crime Commissioner would endorse.

2.10.2 The JSNA for the City of York identifies the following issues that SMSR believe represent shared purpose with the Police and Crime Commissioner.

(i) *People with Learning Disabilities*

2.10.3 The JSNA identifies a significant rise in the number of pupils with speech, language and communications needs and that adults with learning disabilities may be amongst the most vulnerable and marginalised people in society. People with learning disabilities are more likely to be socially excluded, experience worse physical and mental health and have difficulties in accessing healthcare. People with learning disabilities are likely to be at risk from abuse and to be discriminated against and are at greater risk of ending up in prison.

(II) *Looked after children and young people who leave care*

2.10.4 Children and young people entering the care system are statistically more likely to have been exposed to traumatic events such as separation, violence and abuse, parental drug addiction and mental health difficulties, all of which can affect their general and psychological development and mental health. Local practitioners are observing increasing health needs within this group. The total level of exclusions from school for looked after young people remains higher than for all pupils.

(ii) *Children and young people*

2.10.5 By definition this group of children have suffered, or are at risk of suffering from, significant harm arising from physical, emotional and sexual abuse and neglect. As with North Yorkshire neglect continues to be the largest single category of child protection plans, often alongside other forms of maltreatment including domestic abuse, physical abuse and sexual abuse.

2.10.6 Whilst overall levels of serious domestic abuse incidents appear to be declining, domestic abuse is a significant factor in approximately 55% of all cases of children subject to child protection plans. Substance and alcohol misuse are linked to domestic violence and these issues represent the largest proportion of risk.

2.10.7 Child sexual exploitation is flagged as an emerging issue both nationally and locally in the JSNA but there is a lack of accurate data about its prevalence and nature. York's Safeguarding Children's Unit has observed an increasing number of referrals in this area although this could be due to the introduction of a new process for dealing with such cases. A particular feature of this type of abuse is that, often, the young people themselves do not realise they are being sexually exploited. There are obvious links between young people who are being sexually exploited and looked after children and/or have a learning disability, be engaging in risky behaviour (including drug and alcohol misuse) and have experienced maltreatment within their families. Significantly these young people will often go missing from home for short and extended periods placing ever increasing demands on the police and other services.

(iii)   *Young Offenders*

2.10.8 York, like North Yorkshire, has seen an improvement in the numbers of young people entering the criminal justice system for the first time. There are approximately 100 young people aged between 13 and 18 who are being supervised by York Youth Offending Team. Local research has established that first time offenders are more likely to:

- Have special educational needs – 43.5% compared to 15.8% of York LA school children.
- Have been excluded from school – 30.4% compared to 4.5% of York LA school children.
- Be eligible for free school meals, an indicator of poverty – 25.1% compared to 9.7% of York LA school children.
- Live in certain areas of York, also linked with multiple risk factors – 16% in Westfield, 11% in Clifton.
- Be looked after, currently or historically.

(v)   Adult Offenders

2.10.9   The York and North Yorkshire Probation Trust currently work with approximately 690 adult offenders. There is extensive research to indicate a high incidence of health related issues amongst adult offenders, including poor mental health, substance misuse and physical health problems.

2.10.10   A snapshot of the prevalence of mental health problems amongst the York probation community caseload showed that 86% were identified as having a significant mental health problem, compared with 16.5% of the general population. Of those 25% had been diagnosed with a serious mental health condition.

(i)   Crime and Disorder

2.10.11   Levels of crime and fear of crime are key components of community safety and cohesion and impact on the health and wellbeing of victims, offenders and wider communities in different ways.

2.10.12   There was a small decrease in the proportion of serious acquisitive crime in 2011 compared to 2010, although there was an increase of 11% in serious sexual crime over the same period. Whilst serious sexual crime accounted for only a small proportion of the crimes committed in York, the longer term consequences to the victims and their families is extensive. Local analysis from the JSIA shows that these offences were mostly committed by males aged between 20 and 29 and that alcohol featured prominently in these crimes.

2.10.13   Domestic violence accounts for between 16% and 25% of all recorded violent crime.

(ii)   Alcohol

2.10.14   Alcohol consumption is a significant health concern and also plays a part in crime and disorder. A survey conducted by York Hospital between March 2010 and March 2011 focused on people attending the hospital ten or more times in a year and found that 51% of these attendances were due to alcohol and substance misuse.

(iii)   Substance Misuse

2.10.15 The prevalence estimate for York is that there were 933 individuals misusing drugs, specifically opiates or crack in 2009-10. During the same period there were a total of 809 opiate and/or crack cocaine users in structured treatment in York which suggests that more than 80% of the estimated substance misusing population are accessing treatment services. York is in the top national quartile for successful completions for non-opiate and crack users (e.g. stimulant users) but in the bottom quartile for opiate and crack users (e.g. heroin).

2.10.16 The social effects of misusing substances include living in poor housing and homelessness, debt, poor diet, poverty, isolation, domestic violence, family breakdown and child safeguarding issues. In keeping with the national statistics, 15% of those in structured treatment locally are in paid employment, and most drug-related offences occur in the most deprived areas.

(iv)   Mental Health

2.10.17 The Director of Public Health states that many key public health issues have a mental health aspect, so, for example, to tackle obesity and alcohol related illness, the psychological, social and other factors that influence behaviour need to be understood. It is also evident that poor mental health can affect a person's life experience and outcomes in many ways, including the propensity to become involved in crime, either as an offender or a victim.

2.11   North Yorkshire Staff Opinion Survey – Internal Culture

2.11.1 Whilst a little outdated the staff survey can tell us an awful lot about the internal workings within the Force. The notion of Employee Engagement and 'discretionary effort' is a key driver of organisational performance. It is obvious perhaps, but with a contracting budget there is a need for employees to feel valued which in turn will drive productivity and service improvement.

2.11.2 To gauge staff attitudes and behaviours staff surveys can provide a useful yardstick to measure progress with respect to these softer issues and to establish how receptive staff are towards internal change programmes. With approximately 80% of the Force budget spent on staff it would be negligent to ignore staff views and feelings and the overall level of employee engagement.

2.11.3 From the 2010 survey it is clear that there is a good degree of awareness of the Force priorities but less understanding about what they mean, how they are decided and how staff can have a positive impact on them. There is even less agreement about staff being able to explain the future direction of travel. It is accepted that this survey is four years old but if the same holds true today then this is a problem.

2.11.4 It is the role of the PCC, working closely with the Chief Constable, to determine high level policy through the corporate governance arrangements i.e. the basic rules of the game. One of the key principles of good corporate governance is to determine the strategic direction; to make the journey ahead crystal clear, not just providing a vague sense of direction. The Police and Crime Plan is the reference point or touchstone that future strategy and delivery should be aligned with. The plan should be revisited on an annual basis following consideration of both the internal and external environment but the creation of long term goals can provide some long term clarity and stability.

2.11.5 The Force strategy (assisted by a new operating model) should provide greater detail as to how the Police and Crime Plan will be translated into effective delivery with partner organisations (public, private and third sector). This could include the development of a new mission, vision and values for the Force aligned with the PCCs wider policy framework.

2.11.6 Whilst the survey identifies that team working is strong it is less favourable about how valued staff feel by the Force and if the Force does not value its staff then it probably cannot expect the staff to value the Force. There is a need to better understand the reasons for this although there are some pointers around lack of staff development and feelings of disempowerment. It is dangerous to make judgements on data that is four years old, so the following comments are made with that caveat.

2.11.7 Empowering staff through greater autonomy and flexibility around decision making is laudable provided that they are operating within the corporate framework. There is an argument that police officer/staff discretion actually increases as one moves from the top to the bottom of the organisation, and 'street level' cops are generally operating away from supervisory control, which can create a disconnect between what the Force Chief Officers are striving to achieve and what is actually being implemented on the ground. In other words the unique nature of police 'culture' can be a key barrier to implementing change programmes and refocusing officer's activities, and enhancing 'professionalism' due to a culture marked by cynicism, internal solidarity, pragmatism and conservatism.

2.11.8 To develop a strong and healthy culture it is important to:
  (i)   develop a compelling vision of the future
  (ii)   develop a clear mission that guides an individual's work
  (iii)   create a place where people feel that they can make a difference and
  (iv)   create a place where leaders practice what they preach, are authentic and consistent.

2.11.9 A strong and healthy culture will drive employee engagement which in turn should drive better force performance. Engagement is probably driven by a strong emotional (rather than transactional) attachment to Force's core purpose and values, so embedding these at every opportunity (recruitment, PDR, promotion, reward and recognition etc) should develop the ability of staff to recognise the relevance and significance of what they do in terms of day to day activities in relation to the strategic ambition and objectives of the Police and Crime Commissioner and the Force.

2.11.10 If the above is true, and there is a disconnect between the top and bottom of the organisation and the prevailing culture is acting as a barrier rather than an enabler of improved performance then there is a need to draw policy, strategy and delivery closer together. This approach should be developed so that there is a complete alignment of all resources behind the goals and objectives of the business and the operational aspects of the Force are in line with overall strategy – in effect a 'golden thread' linking individual requirements and objectives to the corporate goals and objectives, and ultimately the vision. This approach can also help the principles of effective performance management and help embed a culture whereby staff are encouraged to take personal responsibility for their performance and development and this is facilitated by the Force in accordance with business needs.

12.   Victim Needs Assessment

12.1   Earlier this year, a victim's needs assessment was undertaken on behalf of the PCC to give insight into the needs, demands and challenges for victims at present and what their journey looks like and how well they are being supported throughout this journey. Insight and understanding of victim's needs and the victim's landscape is hugely important due to the upcoming commissioning responsibilities for the PCC.

12.2   The key findings from the victim's needs assessment were mixed with a number of challenges identified. The current provision was cited as diverse and that the voluntary/community sector struggle to work collectively and to function to maximum potential due to key challenges such as fighting for survival and time spent on fund raising.

12.3   The report suggests that there is an over reliance on the first point of contact and very little awareness of what support and support organisations are available to them. That said, there is recognition of good practice and good support provided to victims and Victim Support, like in many other areas of the country are valued. There was concern that they manage referrals too informally and there is low awareness of the service.

12.4   It was recognised that speaclist support needs to be harnessed and directed such as ISVA's and IDVA's who were considered a valuable service by victims.

12.5   The assessment suggests that the service from a victim's perspective can often be inconsistent, confusing and frustrating and it identifies that improvements are required.

12.6   It was recognised that there was significant potential to reduce the pressures on police through a better and more co-ordinated victims service and the recommendation to move a to a CRM style designed platform handling inbound and outbound relationship management, that would help the victim to feel more informed and receive better and quicker support.

2.13   What works in Policing? - Evidence from HMIC

2.13.1 This section will provide a brief overview for the Police and Crime Commissioner of the most effective approaches the police can use to tackle crime, based on the best research evidence to date. The evidence derived from HMIC was gathered together and quality assured by leading international experts in the field of criminology.

2.13.2 The specific focus here is on the police contribution to crime reduction, rather than what we have considered so far, such as what might cause crime and disorder generally, or broader long term approaches such as cross agency intervention with families at risk, or on the wider criminal justice system.

2.13.3 Whilst there is reasonably strong evidence on which general policing **strategies** are likely to be effective (and adopted now), due to the present state of this research, there is only limited evidence on which specific **tactics** are likely to be successful in dealing with a particular problem in a particular situation.

(i)   Targeting Places and People

2.13.4 Overall there is good evidence to suggest that targeted and proactive policing, with an emphasis on preventative problem-solving, can lead to sustained reductions in crime and anti-social behaviour.

2.13.5 Crime is highly concentrated with the evidence showing that most of it is associated with only a small proportion of places, victims and offenders. This has important implications for the targeting of finite police resources.

2.13.6 Focusing action on crime and anti-social behaviour hotspots, repeat victims, and prolific or high volume offenders is, therefore, an effective way to allocate resources for crime reduction. Understanding what is causing high volume offending or problems in hotspots, and coming up with specific solutions, often in partnership with others, allows the police to drive down crime.

2.13.7 The JSIA for North Yorkshire Police indicates that approximately two thirds of all Crime, Anti-Social Behaviour and Public Safety and Welfare calls occurs in York, Harrogate and Scarborough.

(ii)   *Deterring Offenders*

2.13.8 The simple existence of a criminal justice system will act as a deterrent to the public by showing that there are negative consequences to offending. The police can specifically discourage potential offenders by increasing their chances of being caught.

2.13.9 There is evidence for a deterrent effect where prolific or repeat offenders are targeted. Increasing the risk of being caught can reduce crime, and this, combined with access to support interventions has potential.

(iii)   *Enhancing Police Legitimacy*

2.13.10 As well as preventing crime and deterring offenders, the way the police treat individuals and communities day-to-day in any encounter (and historically, over time) can also make a difference to crime. By treating people equally, making decisions fairly, explaining them, and being respectful, the police can encourage people to cooperate with them and not break the law. An approach that seeks to motivate people to become more cooperative and responsive voluntarily (through fair decision making and positive public interaction) potentially offers a cost-effective way of improving confidence, and in the longer term preventing and reducing crime.

(iv) *More 'bobbies' on the beat*

2.13.11 Just having more people or responding more quickly to calls from the public (unless the suspect is on the scene) does not necessarily reduce crime or reassure people. Patrolling on foot can reduce crime where it is targeted in crime hotspots, and it also reassures the public when it sends out a signal that the police are taking action. To cut crime and reassure the public, careful analysis is needed to make sure officers and staff are doing the right things (including patrol) at the right times and in the right places. The police also need to make sure they understand what matters to the public and why, and triangulate this with intelligence assessments and other environmental scanning information and tackle these problems.

## 2.14 Emerging Themes for future consultation

2.14.1 The emerging goals contained within the Police and Crime Plan model (shown below) provides the clarity about what the Police and Crime Commissioner is seeking to achieve for those who live, work and visit North Yorkshire. The four emerging goals outline the strategic intent and are in-line with the overall vision. The requirement now is to:

(i)   engage with the public and stakeholders and decide whether these secure broad support; and

(ii)   determine the underpinning objectives to these goals which should be more specific and quantifiable.

2.14.2 These goals and the emerging objectives of the Police and Crime Plan act as the signpost, marking the direction forward as well as providing the constraints that ensure the day to day activities of the Force and the resources used to carry out these activities are tightly aligned to what actually matters (reconfigured through a new policing operating model). This will help to close any (actual or apparent) disconnect between strategy and action.

2.14.3 Potentially one of the greatest contributors to improved performance is clarity and agreement about the strategic goals and underpinning objectives and the strategy that will help to get us there. As mentioned earlier it is self-evident that if everything is a priority (and in policing it does seem that everything is due to the inherent nature of the business) then nothing is a priority. However when faced with shrinking budgets it is imperative that the PCC and Force more firmly tie operational delivery to the strategic goals and objectives that are likely to add greatest value and a better return for taxpayers money than those that do not.

2.14.4 At the heart of this proposed model is the PCCs vision, a compelling mental picture of the future. The four goals illustrated below are deliberately broad yet provide a common understandable reference point or foundation for everyone that more specific objectives can then be clustered around. The assessment of the above analytical products for North Yorkshire and the City of York, combined with a view of wider horizon scanning has led to a working model consisting of four goals (or aims) and aligned objectives. This is shown below:
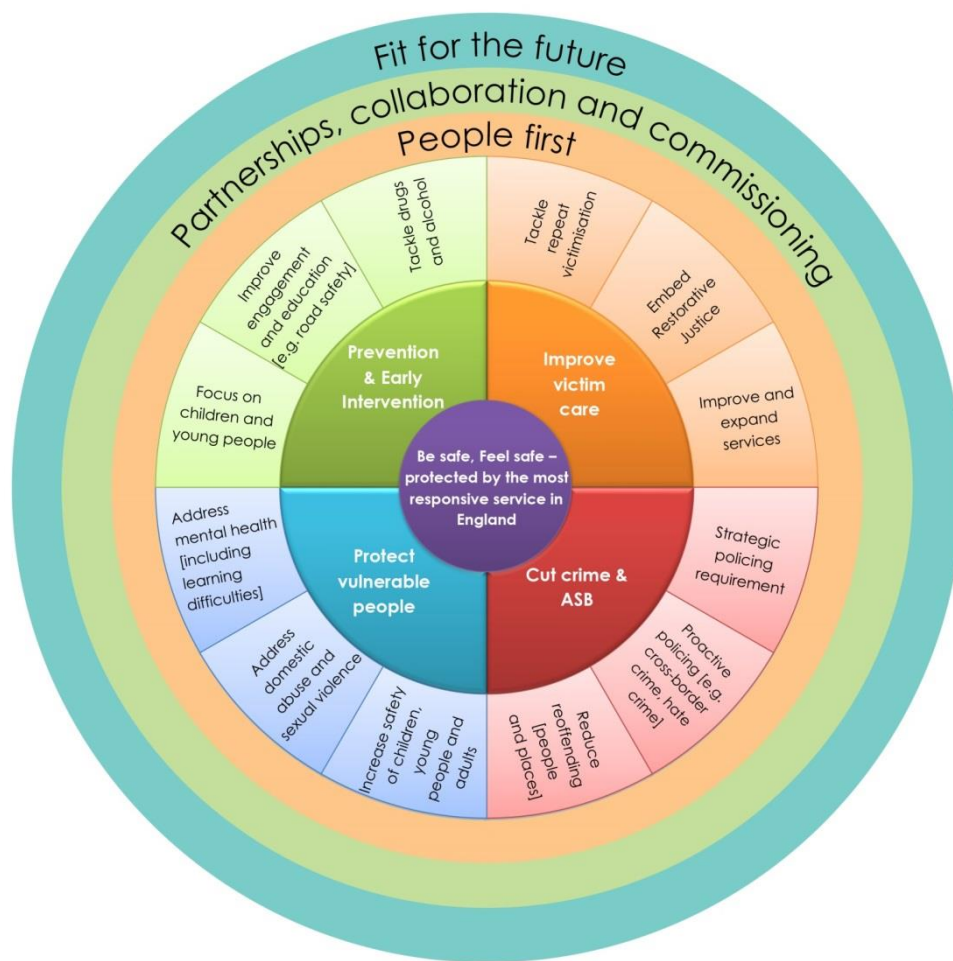
2.14.5 If the four goals are the desired end state then the objectives are the means to that end and represent a more specific operational focus. They should be developed with partners and the public to address the critical issues and challenges and should be practical. The objectives are essentially the cutting edge of the Police and Crime Plan and will help to shape future strategy and action planning. This approach should make it easier for Force leaders to separately plan and manage each of the key components of a refreshed Police and Crime Plan whilst understanding that the objectives will inevitably be connected.

2.14.6 The objectives to be determined should best support the four strategic goals and provide the best opportunity for success. The number of objectives should be as few as is reasonably possible as this will provide greater focus and direction for the use of (diminishing) resources and will provide the clarity that the Force will be seeking to enable the Chief Constable and partners to translate the Police and Crime Plan into operational terms through core activities and actions. The corollary to this is to start to think about what the Force can stop doing because it is not adding any real value (non-value demand) and future strategy development is as much about what we don't do as it is about what we do.

2.14.7 The model therefore is not just about the strategic goals, but how the goals are transformed into meaningful and coherent objectives that drive the necessary activities and behaviours.

2.14.8 In effect the model uses an 'objectives' based focus which supports a 'goal' based perspective or to put it another way if the goals are the journey's end then the objectives are the stepping stones on that journey. The use of long term goals should provide greater clarity of vision and the development of objectives can help to co-ordinate problem solving and actions.

2.14.9 The Police and Crime Plan will address the critical issues and challenges and provide the cutting edge to guide resource deployment and delivery through a new police operating model. The 'objectives' should provide the necessary constraints for future actions (and be as few as possible) without specifying what these actions will be. Whilst the objectives should drive the activities and behaviours they are primarily within the purview of the Chief Constable.

2.14.10 The actual determination of the objectives is however an extremely hard discipline because focusing on one thing inevitably slights another; pushes resources to some ends and away from others. Good strategy however requires analysis, logic, choice and action. The fact that the Police Operating Model is being developed in parallel with strategic direction setting should mean that the two are seamlessly aligned. Inevitably this might impact on some day to day activities and indeed some 'non-value' adding activities should be stopped altogether, but these are decisions to made by the Chief Constable as he tries to optimise all the resources at his disposal.

2.14.11 The four goals reflect operational effectiveness focusing on the key outcomes that can be distilled from the raft of documentation, but clearly the Police and Crime Plan will need to be mindful of organisational efficiency and capability and any new performance framework should reflect organisational performance as much as operational performance – a 'balanced scorecard' approach.

2.14.12 The key principles enveloping the whole model are readily acknowledged as critical to the way the police operate in the 21st century. The 'citizens in policing' concept embraces the notion of community co-operation and will provide reassurance for low crime areas, but it could go further in terms of the rehabilitation and social capital models referred to earlier. Partnership and Collaboration are critical to the notion of a 'system-thinking' approach recognised through the OPM. A slight concern surrounds the notion of whether preventative policing has moved beyond the idea of target hardening through old fashioned crime prevention officers. Whilst this is welcomed the concept extends far beyond crime prevention advice when someone has already been a victim of crime. It is a whole new mind-set tied to strengthened partnership working and early intervention.

2.14.13 Investment in technology enabled solutions is generally thought to be a good thing and is a key resource for the police. Technology is not an end in itself however, it needs to be effectively managed to address the changing policing needs and to improve strategic capability. Within the police service it is often the linking of different technological systems together, rather than the technologies per se that can create added value as police systems are notoriously uncommunicative, having developed on a piece-meal basis without any strategic direction or links to the wider business strategy. It will be important that future investment, given tightening budgets is aligned with the bigger regional and national picture. If not this could act as a barrier to force collaboration, when in actual fact IS&T should provide a platform allowing a greater propensity for collaboration. It might be however, that rather than collaborating, some technology development activities are outsourced where it is felt that the technological expertise is inadequate.

Chapter Three: Public Survey Results

3.1   Introduction

Background

3.1.1   Following the literature review and theme development, highlighted within Chapter 1.0, it is crucial to form an evidence base that stems from the general public to fully understand what their needs, concerns, expectations and priorities are in the context of public safety and policing.

3.1.2   Any refreshment or review of a police and crime plan needs to have the voice of the public at its heart and therefore a representative sample of those living in all areas of North Yorkshire were interviewed on a range of local safety and policing subjects.

3.1.2   Included within this is the opportunity to engage with users and non-users of the service to understand levels of support for the emerging goals, objectives and ethos of preventative policing, the results of which can then be considered against the proposed model.

3.2   Research Aims and Objectives

3.2.1   The main aim of the survey was to understand public attitude and perceptions of local safety, local issues and local policing priorities to ensure these views are represented and used to improve feelings of safety within the community and a police service they believe in.

3.2.2   A central objective of the survey was to establish community opinion on the following issues:

- Feeling of safety
- Underlying causes of crime locally
- Service delivery (Responsiveness/Reliability)
- Impact of funding cuts
- Local crime related concerns
- Policing priorities
- Testing support for the goals
- Testing alternative policing methods

3.3   Methodology

3.3.1   A questionnaire was designed and developed in collaboration with officers at NYOPCC aimed at testing the goals borne from the literature review. The process ensured that draft versions of the questionnaire were piloted and tested to ensure they were robust enough to meet the key aims and objectives of the research.

3.3.2   The survey was conducted in May 2014 with a representative sample of 1,100 residents from across the North Yorkshire area. Interviews were conducted using quota sampling to ensure the sample was representative with an even split of those who had recently been in contact with North Yorkshire Police or PCC. Quotas for age and gender were set using the 2011 census figures within each area and geographic quotas (by district) were set based on levels of CS funding in the latest financial year.

3.3.3   SMSR conducted, coded and processed all telephone interviews utilising our Policing Project Team who work on all SMSR police related data. The data was then analysed using SPSS software.

3.4 Sample

3.4.1 A total of 1,100 surveys were completed, 559 of which had not had contact with the police or PCC in the last 12 months and 541 who had been in contact. The overall sample size gives a confidence level of 95% with a +/-3% error margin.

3.4.2 The demographic profile or respondents was as follows:

Gender	Number	Percentage
Male	566	51.5
Female	534	48.5
Refused / missing	-	-

Age	Number	Percentage
16-24	129	11.7
25-34	161	14.6
35-44	134	12.2
45-54	201	18.3
55-64	186	16.9
65+	265	24.1
Refused / missing	24	2.2

Disability	Number	Percentage
Yes	112	10.2
No	974	88.5
Refused / missing	14	1.3

Ethnicity	Number	Percentage
White or White British	1079	98.1
Black or Black British	1	0.1Y
Asian or Asian British	8	0.8
Mixed / Multiple Ethnic Groups	1	0.1
Other	7	0.6
Refused / missing	4	0.4

Location	Number	Percentage
York	327	29.7
Craven	59	5.4
Hambleton	105	9.5
Harrogate	196	17.8
Richmondshire	55	5.0
Ryedale	47	4.3
Scarborough	204	18.5
Selby	107	9.7

3.5 Summary

3.5.1 A total of 1,100 telephone interviews were undertaken, we a representative sample of North Yorkshire, including the City of York. The sample was further split by 50% of those interviewed that had made recent (last 12 months) contact with North Yorkshire Police or North Yorkshire PCC and 50% with those who had not.

3.5.2 It was important to measure feelings of safety to understand if residents do currently feel safe, underpinning the proposed model that is the vision for policing in North Yorkshire and something the commissioner feels strongly about. Therefore it is encouraging that feelings of safety were high with the vast majority (98%) saying they feel safe in their home; 97% felt safe in their local area (walking alone) during the day and 87% felt safe when walking alone after dark in their local area.

3.5.3 Overall, 13% did feel unsafe to some extent walking alone after dark in their neighbourhood and patterns of vulnerability emerge from the findings in that older respondents are more likely to feel unsafe, for example 26% of those aged 65 and over felt unsafe at night. Females and those living with a disability indicated greater levels of feeling unsafe and residents living in Scarborough are more likely to feel unsafe at night.

3.5.4 Understanding the drivers to safety is interesting with strong community cohesion and lack of criminal activity being mentioned the most frequently. Fear of crime, as is often the case, was clearly the main driver for feeling unsafe.

3.5.5 Overwhelming, respondents identified drugs as the single biggest cause of crime in their local area (30%) with a lack of facilities or options for young people mentioned the next most frequently (13%). Alcohol, social deprivation and poverty were also considered significant as 12% and 10% respectively said that they were the single biggest cause of crime in their local area. Drugs were identified much more frequently by respondents in the Scarborough district (44%), whereas alcohol was mentioned the most frequently by York residents (17%). Throughout the findings including interventions and priorities drugs are considered a key factor.

3.5.6 Generally the majority of respondents said that North Yorkshire Police can be relied on to be there when you need them (77%) and 71% agreed that that North Yorkshire Police respond effectively to crime and ASB issue in their area.

3.5.7 Almost half of all respondents said they agreed with the statement 'North Yorkshire Police are doing a good job in your area' with an additional 39% that strongly agreed. Just 5% indicated a level of disagreement. This is supported by the Victim

Satisfaction survey results that show high levels of satisfaction with most elements of the service delivery. The one exception is satisfaction with being kept informed of progress, which very much ties into the victim needs findings and should be an area that is improved.

3.5.8 Police presence and visibility was the 4th highest mentioned rationale for measuring the police, with low crime, an understanding of the current challenges and past experience all mentioned more often.

3.5.9 Opinion was very much divided when respondents were asked the question, 'do you feel that funding cuts have had an impact on policing in your area' with 39% that said they had and 40% that said they had not with just over a fifth who did not know.

3.5.10 Interestingly it is the more urban areas (Selby (45%), York (47%) and Harrogate (47%)) that said they did not feel the funding cuts had impacted policing in their area.

3.5.11 When prompted, however the vast majority of respondents (87%) that had said they felt funding cuts had impacted on policing in their area felt that the biggest impact had been fewer officers on the street which arguably is less noticeable in urban areas.

3.5.12 The issue of drugs and people dealing drugs was prominent again in terms of concerns over crime in their area, with 38% that said they were worried about this; motoring offences (37%) were also mentioned frequently. Slightly less were worried about anti-social behaviour (35%) and people being drunk or rowdy in public places (31%). Those aged 16-24 were the least worried about people using or dealing drugs (30%) whilst those aged 45-54 indicated the highest levels of concern (48%). Females also indicated higher levels of concern as 42% said they were worried about people using or dealing drugs compared to 36% of males. Residents living in Selby (48%), Scarborough (44%) and York (40%) also voiced higher levels of concern. A fifth of residents in Scarborough said they were very worried about this issue.

3.5.13 A similar pattern emerges with fears around people being drunk and disorderly as a higher level of those aged 55-64 (39%), females (35%) and those living in York (34%), Scarborough (34%) and Selby (41%) said they were worried. More than 10% in both York and Scarborough said they were very worried. Anti-social behaviour was more of a concern in the three main urban areas of York (31%), Scarborough (35%) and Harrogate (33%).

3.5.16 The most significant concern of all was burglary as almost half of all respondents (48%) said they are worried to some extent of having their home broken into and something stolen with 16% that said they were very worried about this. There were also high levels of concern around having a vehicle stolen or something stolen from it (43%).

3.5.17 A third of those aged 35-44 said they were worried about being physically attacked or mugged and females were almost twice as likely (37%) than males (19%) to worry about being attacked. Again those living in York indicated higher levels of concern around being attacked or mugged (43%). Those with a disability were slightly more concerned (31% said they were worried compared to 27% of those without a disability).

3.5.18 Those with a disability were again, slightly more worried about being personally harassed, intimidated or insulted (29%) compared to those without a disability (24%). Just less than two-fifths (39%) of those living in York said they worried about being personally harassed, intimidated or insulted, with 18% that said they were very worried. Females indicated higher levels of concern (37%) compared to males (19%).

3.5.19 All of these concerns are relevant, however it is clear they are not strong enough to affect feelings of safety and when asked if they were a major problem in their area, figures are low, albeit many described issues such as drugs, alcohol and burglary as a minor problem.

3.5.20 There was very little disagreement around the preventative concept, with just 6% that said they disagreed with the principle of tackling the cause of crime and anti-social behaviour rather than the symptom. More than half (51%) agreed with the principle and 38% strongly agreed with this approach. This again is very encouraging when thinking about the proposed model/plan.

3.5.21 All three of the objectives around protecting vulnerable people scored a net importance score of 90%+ and all ranked in the top six scores. A focus on children and young people at an early age, reduce reoffending and tackling drugs and alcohol all received approximately 95% combined importance scores. Encouragingly support was high across all objectives with just one exception - the restorative justice objective, with less than half rating this as an important priority (48%). This perhaps needs further testing to understand why this is the case. It may be a lack of understanding from the description given.

3.5.22 The vast majority (85%) also agreed that North Yorkshire police should ensure they invest in new technology as an enabler for more and improved community policing. Less than a tenth (8%) disagreed with this suggestion.

This is a good indication that the force are positioned well in terms of their current thinking/transformation.

3.5.23 Respondents were asked what they consider to be a priority in their local area, this was an unprompted question and more than two-fifths said they wanted more reassurance, i.e. having more police on the street. Drug prevention featured heavily again with 18% suggesting this should be a priority. More than a tenth said preventing burglaries (13%) and speeding (13%) should also be a priority in their area.

3.5.24 It is the older age groups (44-54 (44%), 55-64 (45%) and 65+ (54%)) that identified reassurance more frequently as a priority as did those living in Selby (55%) and Harrogate (54%). Drug prevention was mentioned more frequently by those living in Scarborough (22%), burglary was a higher priority for those living in Hambleton (21%) and speeding was mentioned more frequently by those living in Richmondshire and Craven (24%). Hate crime was mentioned by 12% of residents on Selby and 7% of residents living in Craven.

3.5.25 Looking at priorities in a slightly different way when respondents were asked about services they felt were needed, wanted or nice to do and interestingly less than two-thirds of respondents suggested visible policing (64%) was needed, 21% said this was wanted and 17% said it would be nice to do. This provides a very interesting breakdown of an issue which is often perceived as a huge priority and highlights that major crime and partnership working is considered more of a necessity at present as almost all respondents (93%) of respondents considered the investigation and resolution of major crimes to be something that was needed within their local area. The same amount of respondents indicated that answering and responding promptly to emergency calls (68%) was a service that was also needed in their area. Working closely with partners around improving victim services was also very high, which reinforces many of the other points around victim needs throughout the report.

3.5.26 Finally respondents were asked to consider four statements based on alternatives to traditional punitive measures of dealing with people who commit crimes. Two of the alternatives were favoured in terms of overall agreement with the majority (85%) that agreed that convicted criminals should be made to explain their actions to their victims at the victims request and 84% agreed that victims of crime should be able to request meetings with the people who committed the crime in order to inform them of the impact of their actions.

3.6   Findings

Recent Contact

3.6.1   Due to the nature of the consultation and the need to ensure that responses were balanced and given with a certain level of understanding of the service, it was agreed that half the sample should be with those who have had contact with the police or PCC in the last 12 months. This was then balanced with those that had not had recent contact, as it was felt equally important to ensure a representative sample had the opportunity to give their feedback on their policing priorities and how the service should be delivered.

3.6.2   In total, 559 had no contacted North Yorkshire Police in the last 12 months (51%), whilst 541 said that they had made contact (49%). Quotas were set within each of these two sample types to ensure representation by age, gender and district.

Have you had any contact with North Yorkshire Police or the PCC in the last 12 months?

No 51% Yes 49%
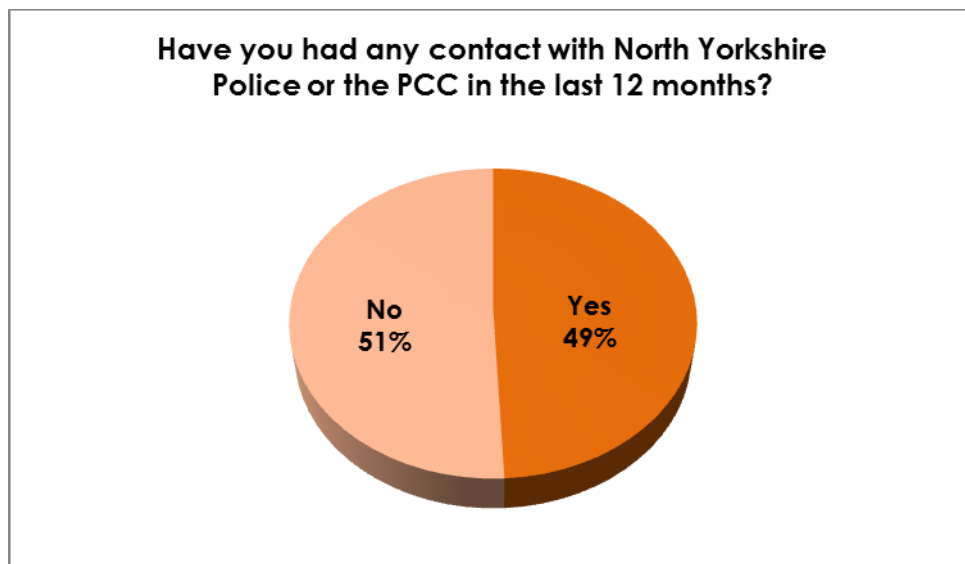
3.6.3   The majority of recent contact (was to report a crime or incident (75%) or to report anti-social behaviour (9%). Slightly less than a tenth of those who had recently contacted the police (7%) said that they had given the police information about something and 4% had reported a vehicle accident.

3.6.4   Other reasons mentioned included through volunteering, work or that the police had made contact with them.

3.6.5   Just over a third of the sample had been a victim of crime or anti-social behaviour in the last 12 months, with the highest levels of reported incidents from York (42%) and Scarborough (37%).   Those with a disability were more likely to have been a victim of crime (42%) compared with those who said they did not have a disability (35%).

If so, what was this for?

Category	Percentage
Public meeting or surgery	0.6%
Motoring offence - committed by me	2.0%
Reporting a vehicle accident	4.1%
To give the police information about...	7.4%
Reporting a parking or traffic offence	1.5%
In connection with my job/work	2.0%
Reporting anti-social behaviour	9.2%
Reporting a crime or incident	74.9%
Other	3.1%
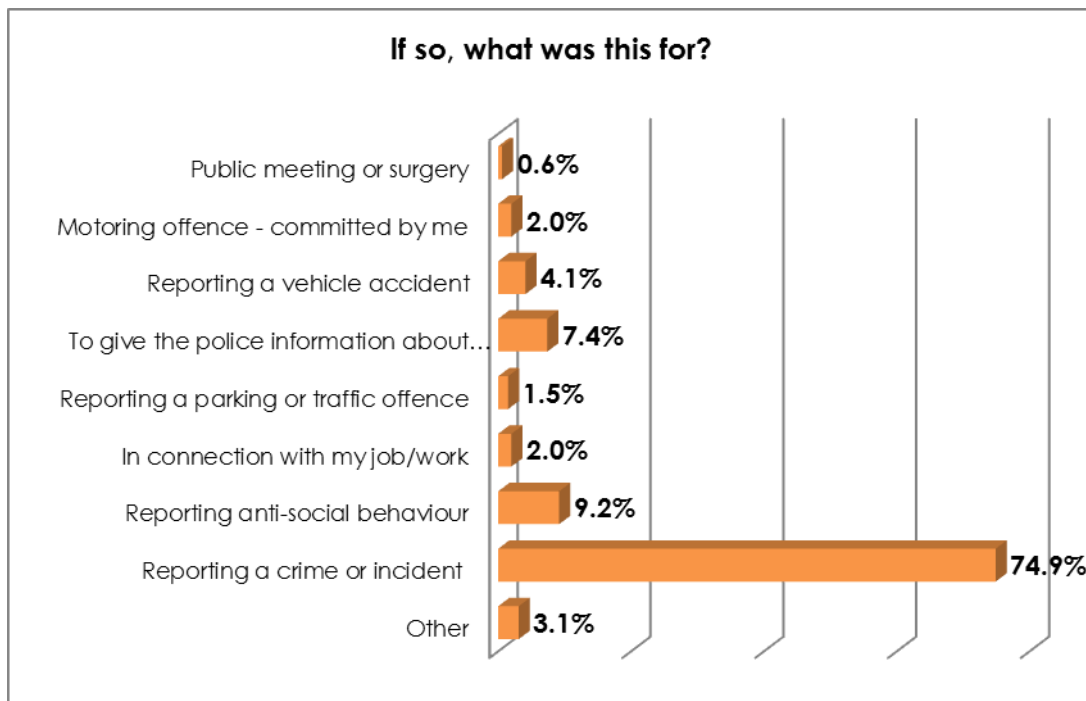
Being / Feeling Safe

3.6.6   Feelings of safety were high across the three different scenarios with the vast majority (98%) who said they feel safe in their home, 97% feel safe in their local area walking alone during the day although this dropped to 87% when walking alone after dark in their local area. More than a tenth (13%) felt unsafe to some extent walking alone after dark in their neighbourhood.

3.6.7   More than a fifth said they felt fairly safe in their home compared to 77% who felt very safe, 23% indicated they felt fairly safe during the day in their local area with 74% who felt very safe. Strong feelings of safety (i.e. very safe) during the night in their local area were less prevalent with 44% that said they were very safe and 43% who said they felt fairly safe.

3.6.7   It is perhaps no surprise that the older the respondent, the more likely they are to report feeling unsafe, for example 16% of those aged 55-64 feel unsafe in their local area at night as do 26% of those aged 65 and over, whereas just 7% of those aged 16-34 said they felt unsafe.

3.6.8   Other groups who feel more vulnerable are females (21% feel unsafe at night and 5% feel unsafe during the day) and those with a disability (22% feel unsafe at night and 9% during the day). Residents living in Scarborough are more likely to feel unsafe at night (21%) whilst those living in Harrogate were the least likely to feel unsafe (6%) at night.
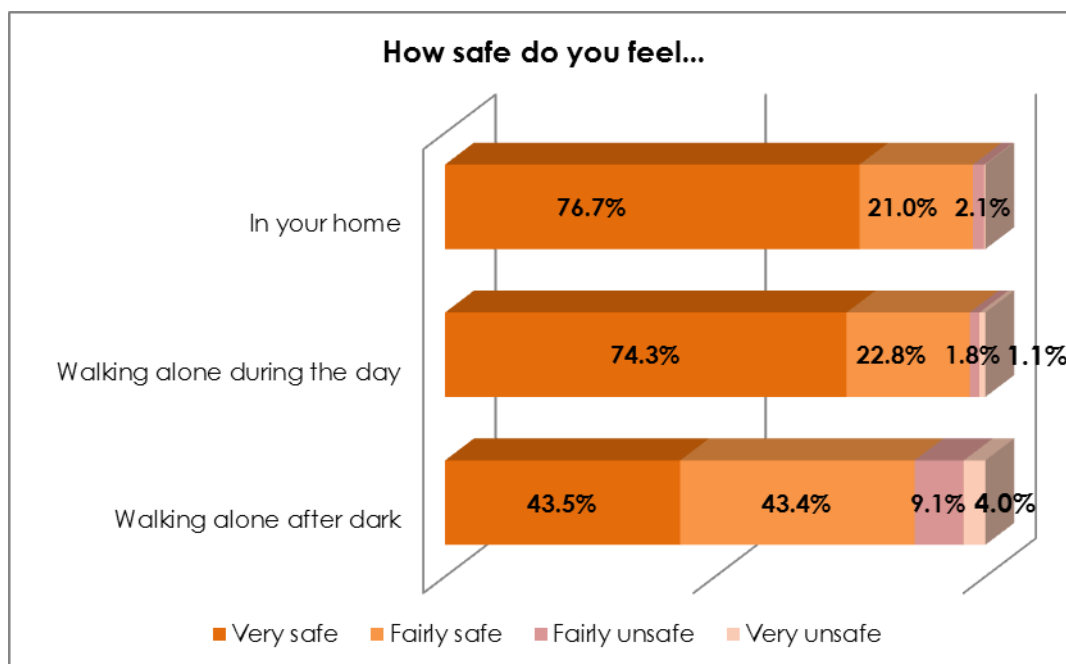
3.6.9   The key rationale for feeling safe very much featured around perceived low crime levels, close knit communities and the fact that "we all know each other" and in the busier areas mentioned the fact that there is always people around which helped make them feel safer. Just 37 respondents actually said that it was a police presence that made them answer in the positive about feelings of safety.

3.6.10 Fear of anti-social behaviour, people hanging around and perceived crime areas such as Scarborough for example were the most frequent reasons for feeling unsafe, however the question did focus on reasons for feeling safe.

Perceived Causes of Crime

3.6.11 A question was asked as part of the questionnaire that although some found quite challenging as it was a direct question that had to be answered there and then, it was a question that offered real insight into what residents feel is causing crime in their local area. Overwhelmingly, respondents identified drugs as the single biggest cause of crime in their local area (30%) with a lack of facilities or options for young people mentioned the next most frequently (13%) a perception that young people are also the most likely to be committing a crime. Alcohol, social deprivation and poverty were also considered significant as 12% and 10% respectively said that they were the single biggest cause of crime in their local area.

3.6.12 It was more frequently an older respondents opinion that drugs were the main problem, although it was high across all age groups, whereas younger respondents were more likely to identify alcohol or social deprivation and poverty as the main driver to crime.
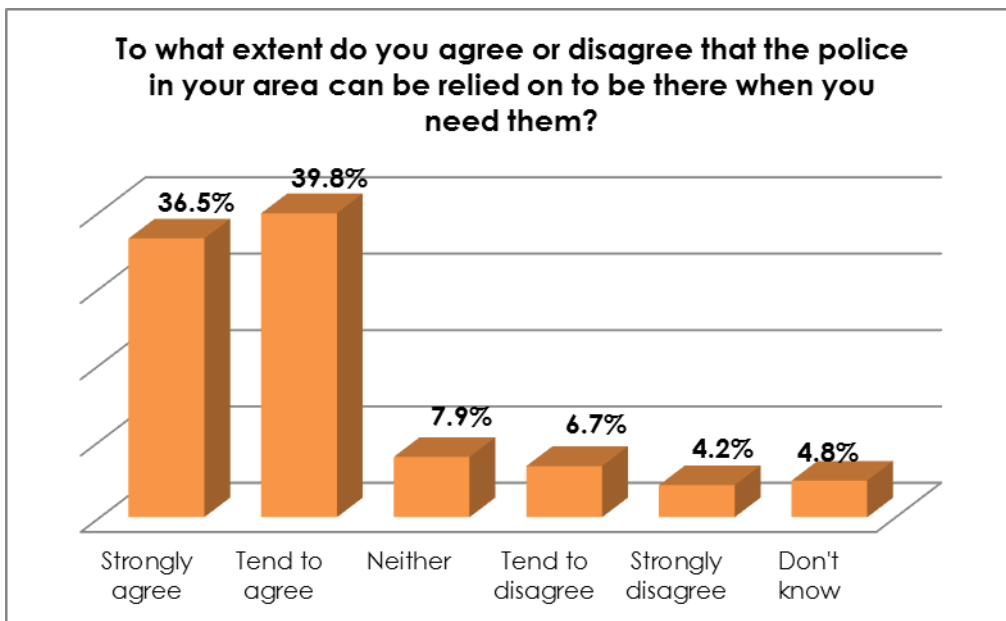
3.6.13 Drugs were identified much more frequently by respondents in the Scarborough district (44%), whereas alcohol was mentioned the most frequently by York residents (17%).

Generally, what do you think is the single biggest cause of crime in your local area?		
Reason	Number	Percentage
Drugs	325	29.5%
Youths having nothing to do / nowhere to go	138	12.5%
Alcohol	129	11.7%
Social deprivation / poverty	108	9.8%
Unemployment	53	4.8%
Cross border origins	46	4.2%
No issues	39	3.5%
Lack of respect / poor parenting	20	1.8%
Lack of education (driving offences)	17	1.5%
Mental health	12	1.1%
Lack of police presence / visibility	9	0.8%
Lack of appropriate punishment	2	0.2%
Badly managed parks and open spaces	1	0.1%
Don't know / not sure	181	16.5%

Service Delivery

3.6.14 More than a third of respondents (37%) strongly agreed that North Yorkshire Police can be relied on to be there when you need them with two-fifths that tended to agree. Therefore just less than a third were not in agreement with 11% stating a level of disagreement.

3.6.15 The highest levels of disagreement were from Selby (15%) and York residents (14%) and the highest levels of agreement was from Harrogate (80%) and Hambleton (79%). Younger respondents (16-24) gave higher levels of agreement (86%) as did those aged 45-54 (83% agreement). It is interesting that those that have had recent contact with the police or PCC indicated higher levels of disagreement compared to those that have not – 13% compared to 9%.

To what extent do you agree or disagree that the police in your area can be relied on to be there when you need them?

- Strongly agree: 36.5%
- Tend to agree: 39.8%
- Neither: 7.9%
- Tend to disagree: 6.7%
- Strongly disagree: 4.2%
- Don't know: 4.8%

3.6.16 In relation to responsiveness, again the majority (70%) were in agreement that North Yorkshire Police respond effectively to crime and ASB issues in their area, with 34% in strong agreement and 37% that tended to agree. More than a tenth said they did not know and 12% disagreed to some extent.

3.6.17 Again it is the 16-24 age group with the highest level of agreement (86%) with those 65 years and over indicated the least agreement (62%). Almost a fifth of those living in York (16%) indicated a level of disagreement with this statement. Nearly twice as many respondents that had recent contact with the police said they disagreed with this statement (15% compared to 9% of those who had not had contact).

To what extent do you agree or disagree that the police in your area respond effectively to crime and ASB issues in your area?

- Strongly agree: 33.5%
- Tend to agree: 36.5%
- Neither: 7.2%
- Tend to disagree: 7.8%
- Strongly disagree: 4.2%
- Don't know: 10.9%
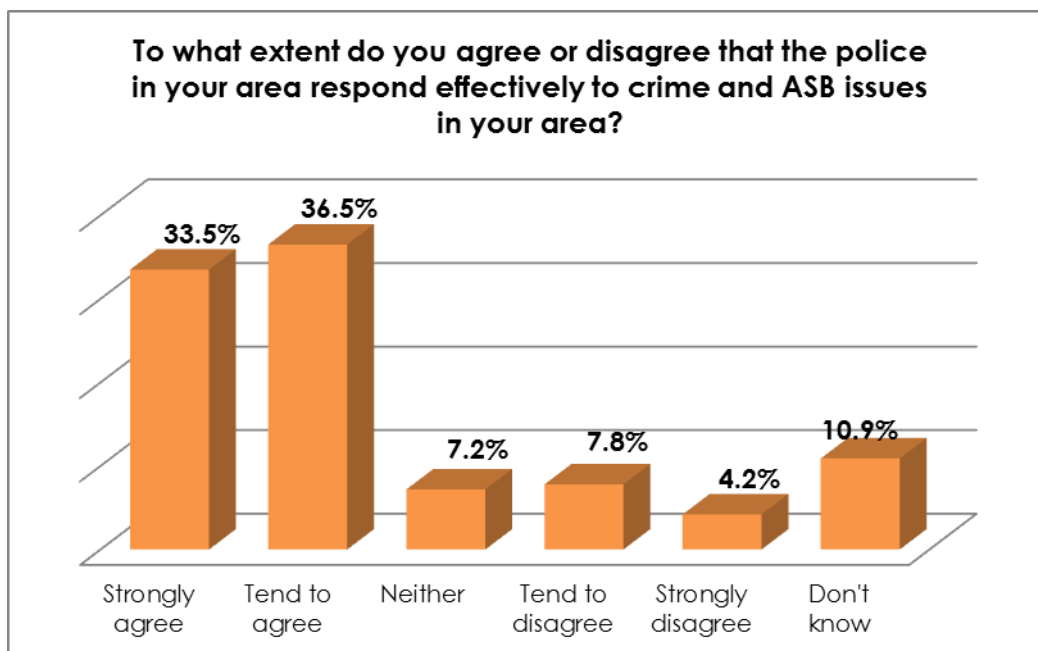
3.6.18 Almost half of all respondents said they agreed with the statement 'North Yorkshire Police are doing a good job in your area' with an additional 39% strongly agreed. Just 5% indicated a level of disagreement.

To what extent do you agree or disagree that North Yorkshire Police are doing a good job in your area?

Response	Percentage
Strongly agree	39.0%
Tend to agree	45.5%
Neither	5.7%
Tend to disagree	3.5%
Strongly disagree	1.9%
Don't know	4.3%
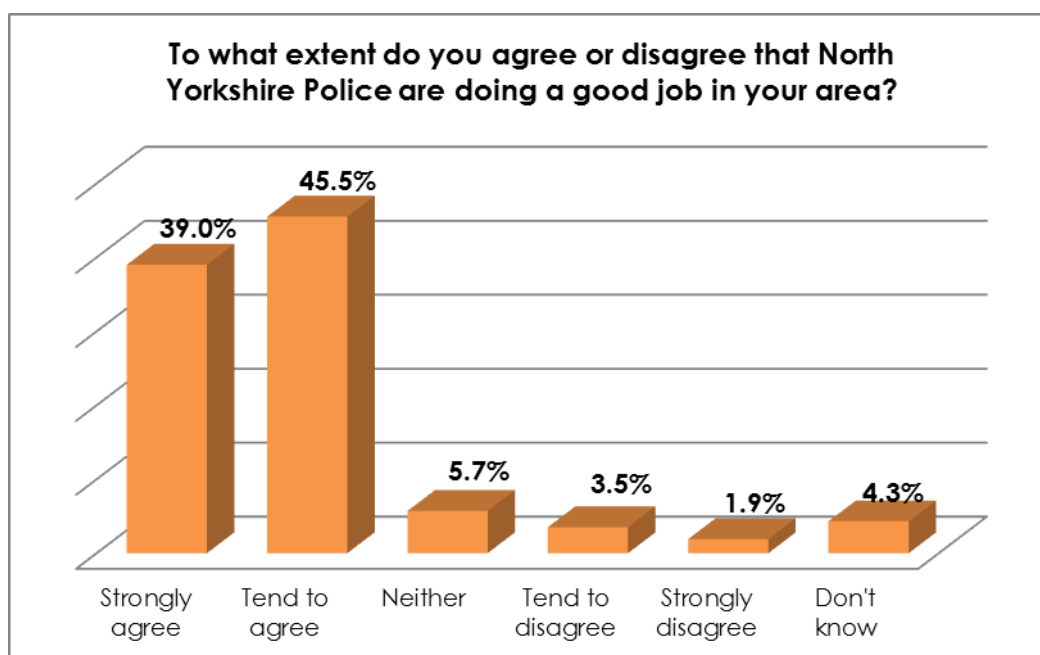
3.6.19 Significant trends amongst demographics were limited, however those aged 16-24 indicated the highest levels of agreement (93%) and those aged 55-64 indicated the lowest level of agreement (77%). Those who had more recently had contact with the police or PCC were less positive as 7% disagreed with this statement as opposed to the 4% who had not had any recent contact. Victims of crime were just 2% less likely to agree with this statement. The following Victim Satisfaction statistics support the positive evaluation of service provision.

Satisfaction indicator	Mar-14	Apr-14	May-14
Ease of contact	98.1%	98.1%	97.9%
Treatment received	96.5%	96.3%	96.0%
Actions taken by police	89.0%	88.5%	88.4%
Being kept informed of progress (follow up)	79.0%	78.0%	77.3%
Overall service	88.9%	88.3%	87.9%

3.6.20 Many respondents (34%) said that the fact they had low crime or no issues in their area was a key indicator to them that North Yorkshire Police were doing a good job. There was a degree of sympathy and understanding around the current challenges as 16% said they are doing the best they can considering the challenging environment, 13% based their response on previous experience and over 10% said police presence and visibility was an indication that they are doing a good job.

3.6.21 More than a fifth of residents in Craven, Hambleton and Ryedale said the police were doing a good job considering the current circumstances. A tenth of respondents living in Harrogate and York mentioned the police presence and visibility as a positive indicator as did 18% in Scarborough.

Why do you say that?		
Reason	**Number**	**Percentage**
We don't have any issues / low crime therefore……	378	34.4
They do the best they can under tough circumstances	174	15.8
From previous / past experience	138	12.5
Due to police presence / visibility	115	10.5
Quick response	68	6.2
General impression/ opinion	56	5.1

3.6.22 Opinion was very much divided when respondents were asked the question, 'do you feel that funding cuts have had an impact on policing in your area' with 39% that said they had and 40% that said they had not with just over a fifth who did not know.

3.6.23 Interestingly it is the more urban areas (Selby (45%), York (47%) and Harrogate (47%)) that said they did not feel the funding cuts had impacted policing in their area, whereas areas such as Craven (58%) and Hambleton (54%) gave higher levels of a 'yes' response.

Do you feel that funding cuts have had an impact on policing in your area?
- Don't know 21%
- Yes 39%
- No 40%
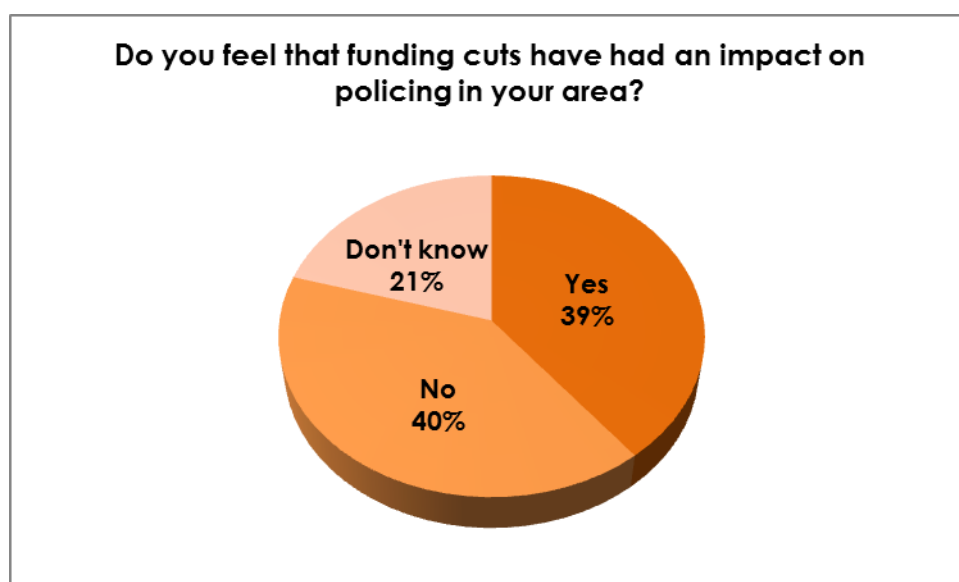
3.6.24 The vast majority of respondents (87%) that had said they felt funding cuts had impacted on policing in their area felt that the biggest impact had been fewer officers on the street, with 14% suggesting the impact was more around poorer response times, whilst 9% said it was through closure of police stations/ enquiry offices. This was a prompted question. The most frequent 'other' response was 'a lack of equipment/resources' which was mentioned by 10 respondents.
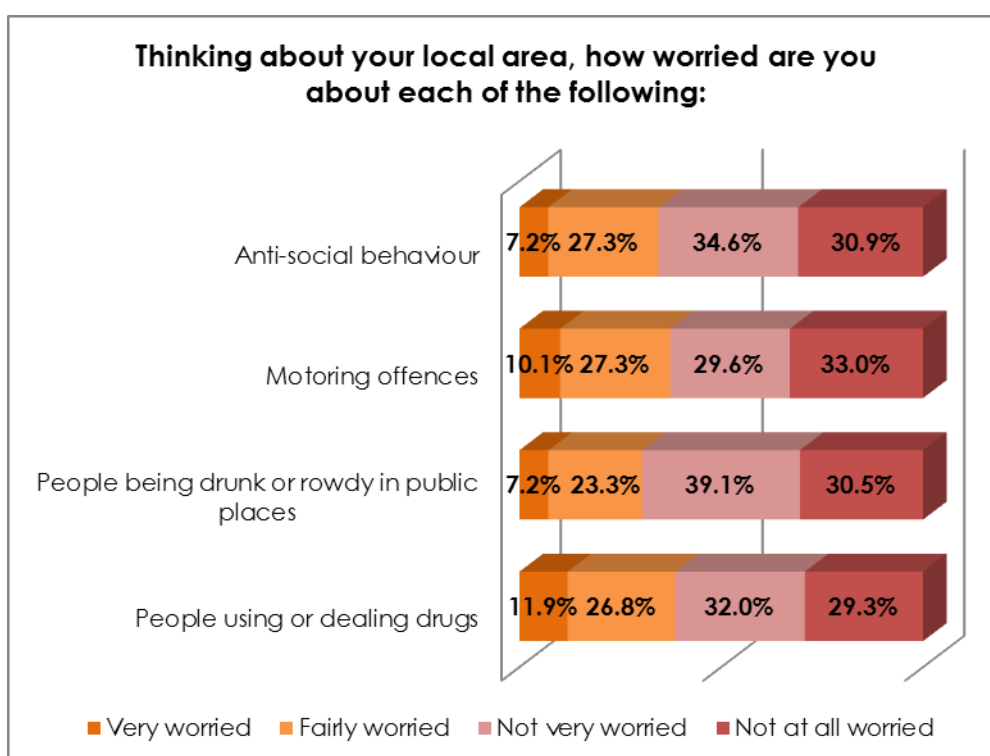
If so, what impact has there been?

Poor response times	13.7%
Closure of police stations / enquiry offices	9.0%
Fewer police officers on the street	86.6%
Other	8.3%
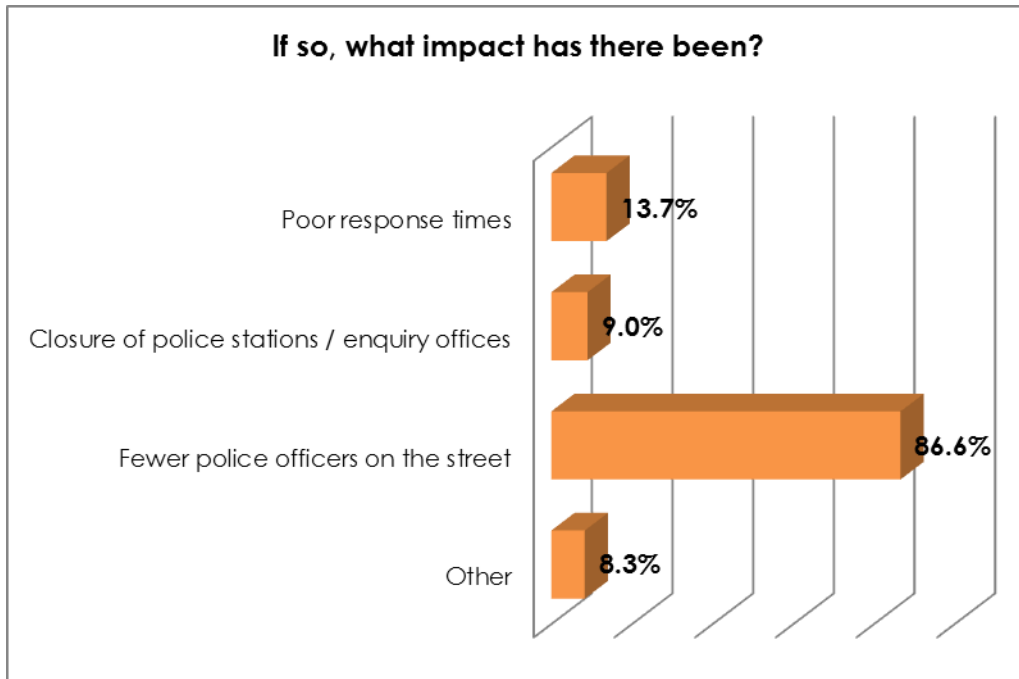
Levels of Concern

3.6.25 Respondents were asked how worried they were about four specific issues and opinion was fairly consistent; overall the highest levels of concern were around people using or dealing drugs (38%) and motoring offences (37%). Slightly less were worried about anti-social behaviour (35%) and people being drunk or rowdy in public places (31%).

3.6.26 Those aged 16-24 were the least worried about people using or dealing drugs (30%) whilst those aged 45-54 indicated the highest levels of concern (48%). Females also indicated higher levels of concern as 42% said they were worried about people using or dealing drugs compared to 36% of males. Residents living in Selby (48%), Scarborough (44%) and York (40%) also voiced higher levels of concern. A fifth of residents in Scarborough said they were very worried about this issue.

3.6.27 A similar pattern emerged with fears around people being drunk and disorderly as a higher level of those aged 55-64 (39%), females (35%) and those living in York (34%), Scarborough (34%) and Selby (41%) said they were worried. More than 10% in both York and Scarborough said they were very worried.

3.6.28 Anti-social behaviour was more of a concern in the three main urban areas of York (31%), Scarborough (35%) and Harrogate (33%). Just over two-fifths of Hambleton residents also said they were worried about anti-social behaviour with 14% that were very worried.

Thinking about your local area, how worried are you about each of the following:

	Very worried	Fairly worried	Not very worried	Not at all worried
Anti-social behaviour	7.2%	27.3%	34.6%	30.9%
Motoring offences	10.1%	27.3%	29.6%	33.0%
People being drunk or rowdy in public places	7.2%	23.3%	39.1%	30.5%
People using or dealing drugs	11.9%	26.8%	32.0%	29.3%

3.6.29 Almost half of all respondents (48%) said they are worried to some extent of having their home broken into and something stolen with 16% that said they were very worried about this. There were also high levels of concern around having a vehicle stolen or something stolen from it (43%). Less were worried about property being damaged or vandalised (28%) or about being personally harassed, intimidated or insulted (25%).

3.6.30 Older age groups were more worried about having their home broken into and something stolen as 55% of those aged 35-54 said they were worried as did 51% of those aged 65 and over; whereas approximately a quarter (26%) of those aged 16-24 had such worries. Females also indicated higher levels of concern (57%) when compared to males (39%). Concern was also high in Ryedale (62%), Hambleton (52%) and York (54%). Concern was also high in York in regards having property damaged or vandalised (41%).

3.6.31 A third of those aged 35-44 said they were worried about being physically attacked or mugged and females were almost twice as likely (37%) than males (19%) to worry about being attacked. Again those living in York indicated higher levels of concern around being attacked or mugged (43%). Those with a disability were slightly more concerned (31% said they were worried compared to 27% of those without a disability).

3.6.32 Those with a disability were again, slightly more worried about being personally harassed, intimidated or insulted (29%) compared to those without a disability (24%). Just less than two-fifths (39%) of those living in York said they worried about being personally harassed, intimidated or insulted, with 18% that said they were very worried. Females indicated higher levels of concern (37%) compared to males (19%).

Most of us worry at some stage about being the victim of crime. Could you tell me how worried you are about each of the following?

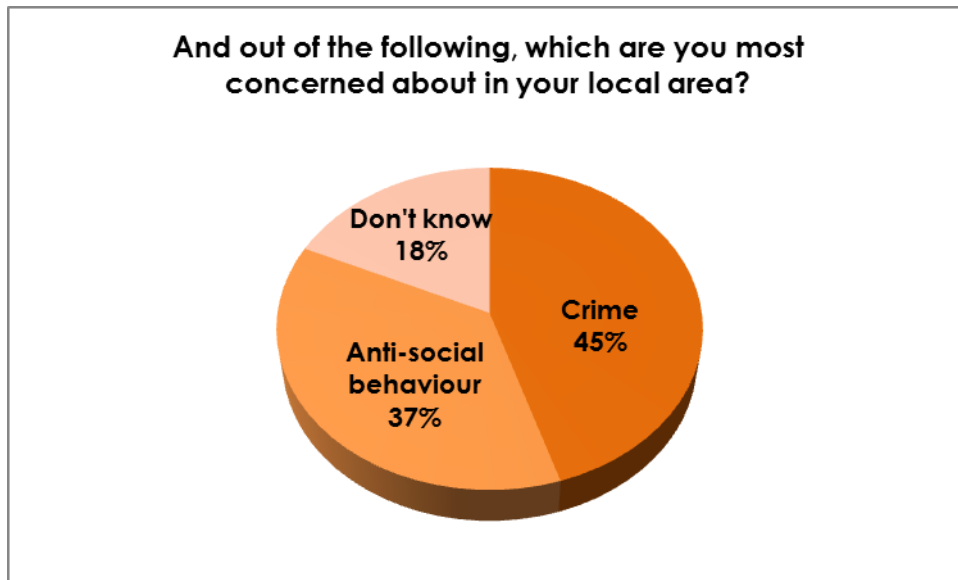|	Very worried	Fairly worried	Not very worried	Not at all worried
Being personally harassed, intimidated or insulted	10.3%	14.7%	31.6%	43.4%
Being physically attacked or mugged	11.6%	16.0%	30.9%	41.5%
Having your property damaged or vandalised in some way	12.6%	20.3%	34.3%	32.8%
Having your vehicle stolen or something stolen from it	13.2%	29.8%	26.8%	30.2%
Having your home broken into and something stolen	15.6%	32.1%	30.3%	22.0%
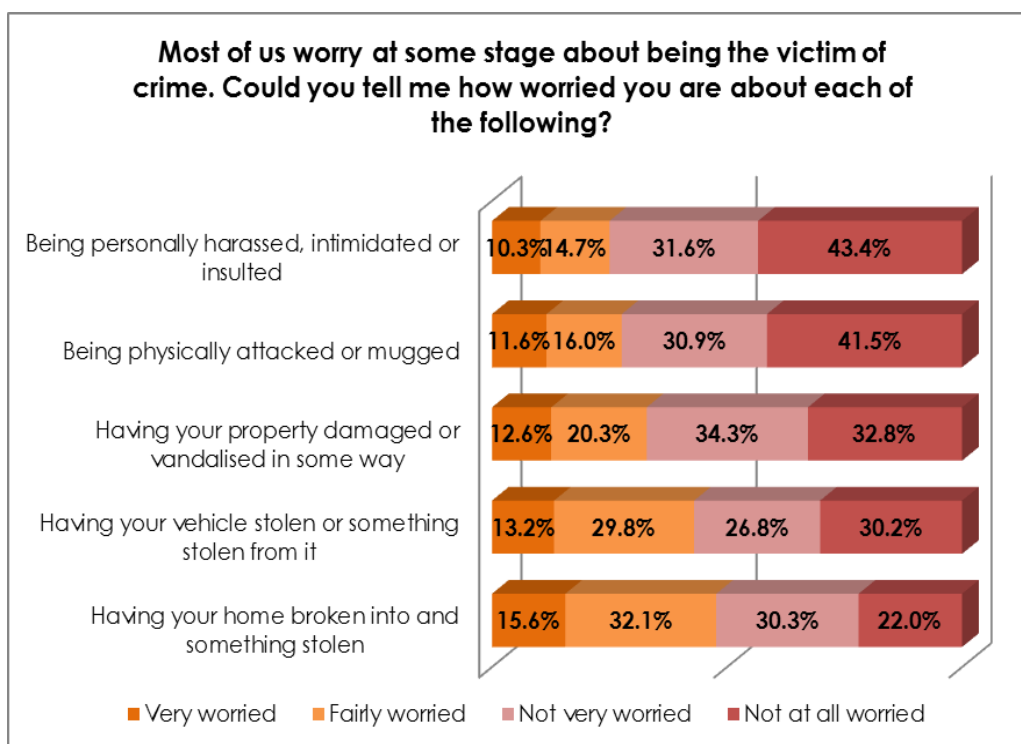
3.6.33 In addition 55 respondents said they worried about driving offences.

3.6.34 Overall, crime was considered more of a concern (45%) compared to anti-social behaviour (37%); an 8% difference. Just less than a fifth (18%) said they did not know.

3.6.35 Residents living in York (48%) and Scarborough (41%) indicated higher levels of concern around anti-social behaviour when compared to crime. Residents living in Ryedale (77%) and Richmondshire (58%) were much more concerned about crime in their local area.
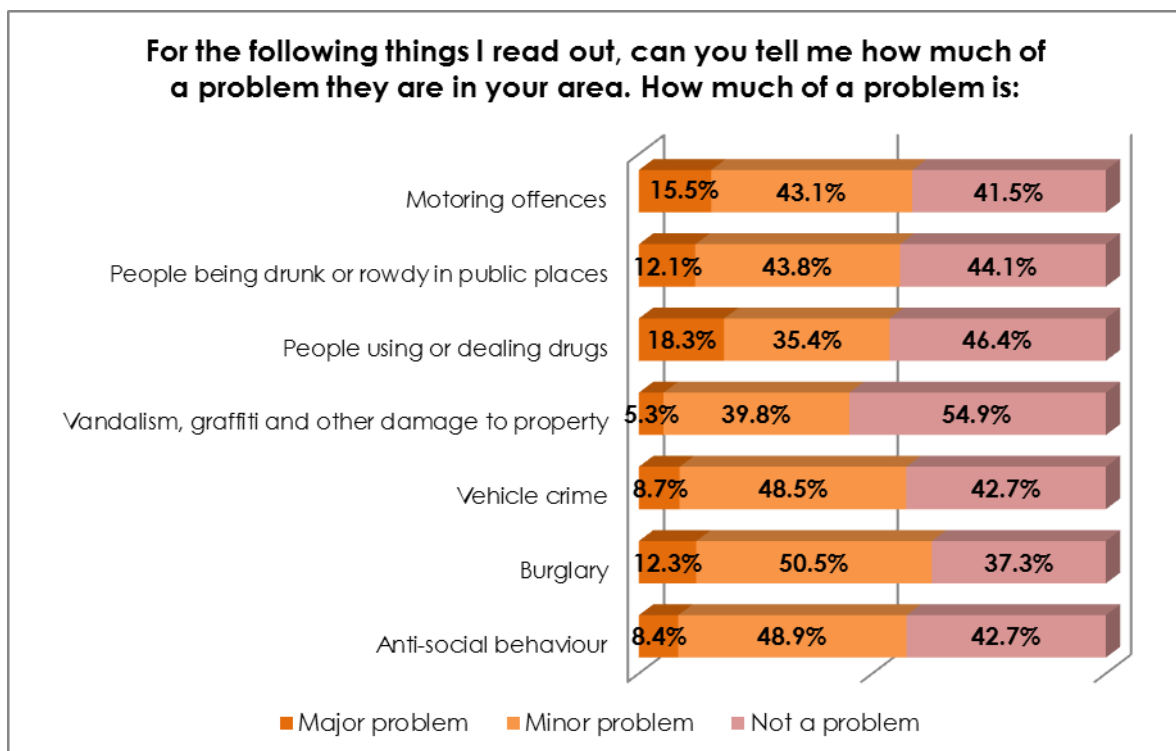
3.6.36 Younger respondents are more concerned about anti-social behaviour than other age groups as 45% of those aged 16-24 and 42% of those aged 25-34 answered anti-social behaviour.

And out of the following, which are you most concerned about in your local area?

Don't know 18%

Crime 45%

Anti-social behaviour 37%

3.6.37 With the exception of burglary (37%) more than four-fifths of all respondents said that none of the issues listed below were a problem in their area, with more than half suggesting vandalism, graffiti and other damage to their property was not a problem. More than a third identified all issues as a minor problem.

Local Problems

3.6.38 More than a tenth of all respondents said that people using or dealing drugs (16%), motoring offences (16%), burglary (12%) and people being drunk or rowdy in public places (12%) is a major problem in their area.

For the following things I read out, can you tell me how much of a problem they are in your area. How much of a problem is:

	Major problem	Minor problem	Not a problem
Motoring offences	15.5%	43.1%	41.5%
People being drunk or rowdy in public places	12.1%	43.8%	44.1%
People using or dealing drugs	18.3%	35.4%	46.4%
Vandalism, graffiti and other damage to property	5.3%	39.8%	54.9%
Vehicle crime	8.7%	48.5%	42.7%
Burglary	12.3%	50.5%	37.3%
Anti-social behaviour	8.4%	48.9%	42.7%

3.6.39 The following demonstrates the issues and any areas that showed a higher than average response to identification of a major problem in their area.

Vehicle Crime

- Craven 20%
- Richmondshire 16%
- Selby 15%

Anti-social behaviour

- York 13%

People using or dealing drugs

- York 23%
- Scarborough 23%
- Harrogate 18%
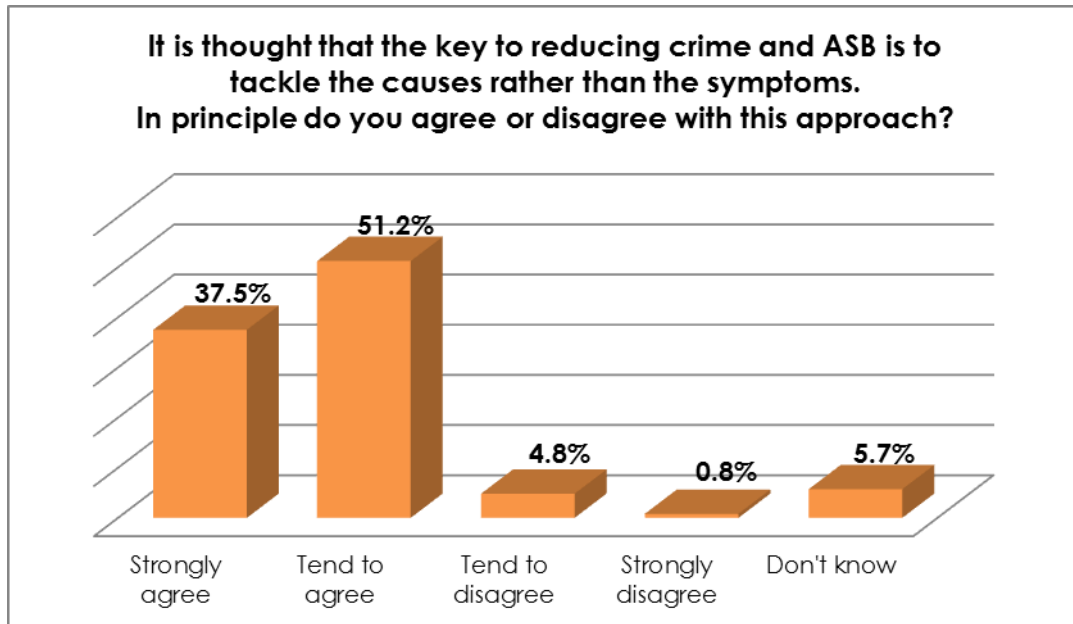
People being drunk and rowdy in public places

- York 18%
- Scarborough 18%
- Selby 12%

Motoring Offences

- Selby 21%
- Richmondshire 18%
- Ryedale 17%

Policing Priorities

3.6.40 There was very little disagreement around the preventative concept, with just 6% that said they disagreed with the principle of tackling the cause of crime and anti-social behaviour rather than the symptom. More than half (51%) agreed with the principle and 38% strongly agreed with this approach.

It is thought that the key to reducing crime and ASB is to tackle the causes rather than the symptoms. In principle do you agree or disagree with this approach?

	Strongly agree	Tend to agree	Tend to disagree	Strongly disagree	Don't know
	37.5%	51.2%	4.8%	0.8%	5.7%

3.6.41 The table below shows the level of importance respondents placed on each of the proposed objectives that would potentially drive the goals identified in the literature review. All three of the objectives around protecting vulnerable people scored a net importance score of 90%+ and all ranked in the top six scores.

3.6.42 The one objective that scored significantly less net importance was the restorative justice objective, with less than half rating this as an important priority (48%).

Can you advise how important you think each of the following are in contributing to……						
Aspect	Net Important (%)	Very important (%)	Fairly important (%)	Neither (%)	Not very important (%)	Not at all important (%)
Ensure vulnerable adults and children and young people are protected including child sex exploitation.	98.2	89.5	8.6	0.9	0.7	0.2
Further address domestic abuse and sexual violence	97.8	84.0	13.8	1.7	0.4	0.1
A focus on children and young people to tackle issues at an early age.	95.9	69.4	26.5	2.4	1.1	0.6
Reduce re-offending.	95.9	75.7	20.2	3.3	0.5	0.3
Tackle drugs and alcohol to reduce crime.	94.7	69.2	25.5	2.5	2.5	0.3
Focus on looking after people with mental health and learning difficulties	92.6	74.3	18.4	4.5	1.5	1.3
Improving how key criminal justice agencies such as the police & courts respond to the needs of victims & the amount of services available to victims	91.5	57.0	34.5	5.6	1.6	1.2
Ensure proactive policing on issues such as hate crime and cross border crime	89.9	57.1	32.8	6.0	2.8	1.3
Work effectively on a regional level to tackle issues of both national and local level such as cross border crime.	88.6	55.5	33.2	8.6	1.7	1.0
Focusing on those who have been a victim to ensure they don't become a victim for a second time (repeat victimisation).	88.0	52.5	35.5	7.1	2.7	2.2
Place greater emphasis on engaging and educating residents on areas such as road safety.	83.3	45.7	37.5	5.1	8.6	3.0
Introducing mediation meetings between the victim of crime and the offender (i.e. restorative justice solution).	47.6	21.2	26.5	21.9	16.5	14.0

3.6.43 Respondents were also asked if there was anything else that is important that should be considered in achieving each of the four goals. With regards to improving victim care, 112 respondents suggested better practical and/or emotional support was important (10%); in terms of reducing re-offending 232 respondents said there was a need for tougher punishment/sentencing (21%) and 54 people said to prioritise better resettlement and integration following release (5%).

3.6.44 To ensure vulnerable people are protected 181 respondents (17%) said it was important to ensure better access and continuous support is available for those who are or feel vulnerable in addition 62 respondents (6%) said it was important to prioritise education about vulnerability and what is a vulnerable person.

3.6.45 When respondents were asked to consider anything else that is important to help reduce crime and anti-social behaviour, 173 (16%) mentioned the need for better police presence and co-operation, whilst 45 respondents mentioned education (4%).
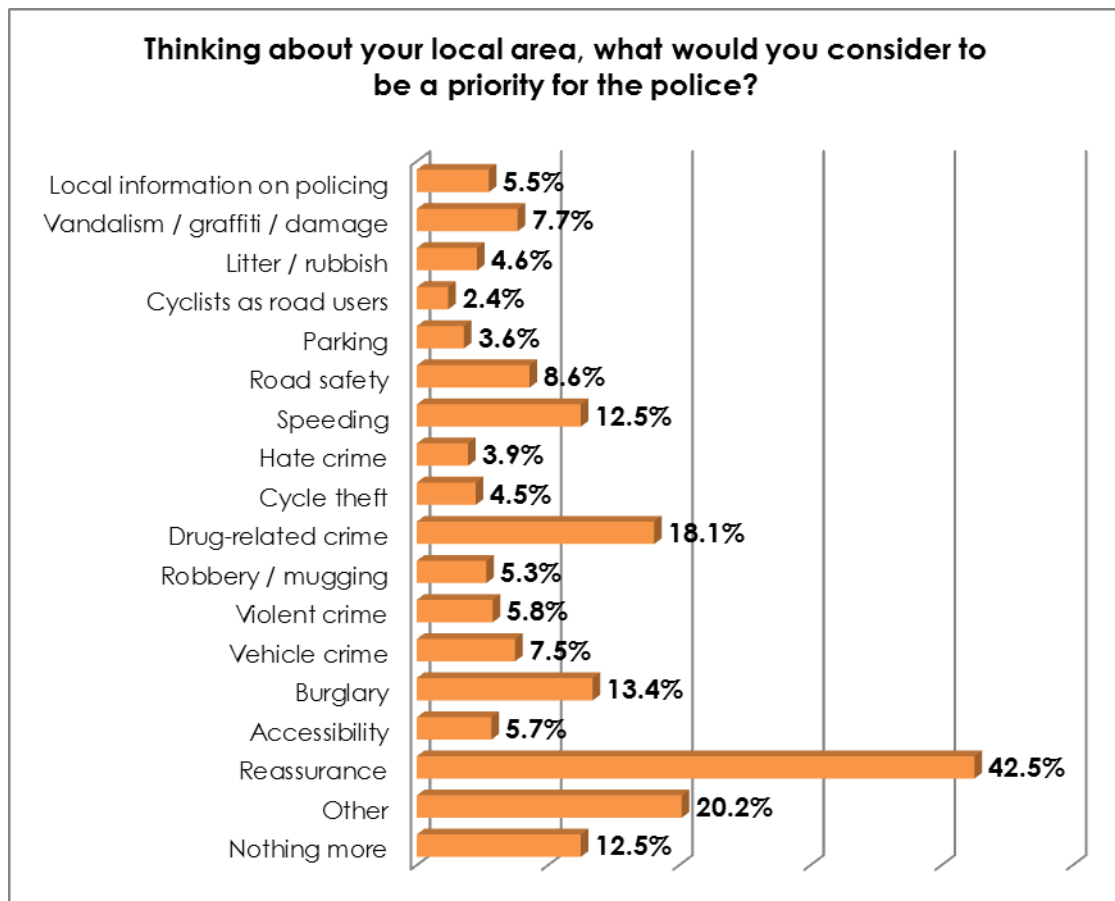
Future Delivery

3.6.46 Nine in every ten respondents agreed to some extent that areas that suffer from higher levels of crime, anti-social behaviour and social problems should receive more police and council services, with over half in strong agreement (52%). Just 5% disagreed with this statement.

3.6.47 The vast majority (85%) also agreed that North Yorkshire police should ensure they invest in new technology as an enabler for more and improved community policing. Less than a tenth (8%) disagreed with this suggestion.

To what extent do you agree or disagree with the following statements?

North Yorkshire Police should ensure they invest in new technology as an enabler for more and improved community policing — 43.5% / 41.2%

Areas that suffer from higher levels of crime, anti-social behaviour — 52.0% / 38.0%

■ Strongly agree ■ Agree ■ Neither ■ Disagree ■ Strongly disagree
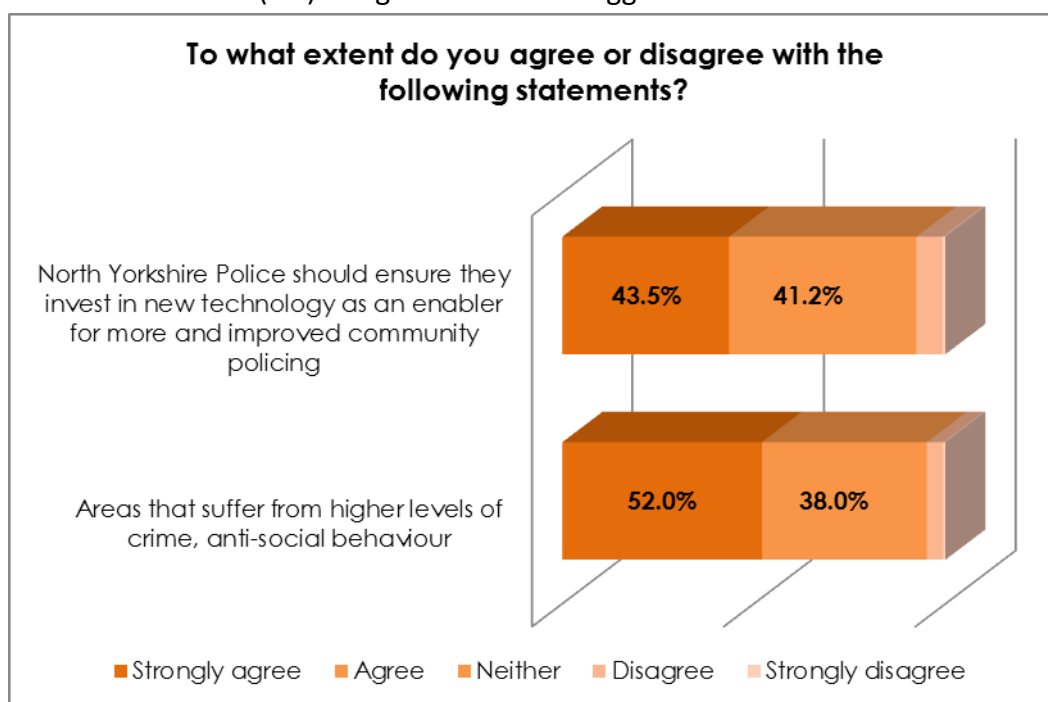
3.6.48 Respondents were asked what they consider to be a priority in their local area, this was an unprompted question and more than two-fifths said they wanted more reassurance (i.e. having more police on the street. Drug prevention featured heavily again with 18% suggesting this should be a priority. More than a tenth said preventing burglaries (13%) and speeding (13%) should also be a priority in their area.

3.6.49 It is the older age groups (44-54 (44%), 55-64 (45%) and 65+ (54%) that identified reassurance more frequently as a priority as did those living in Selby (55%) and Harrogate (54%). Drug prevention was mentioned more frequently by those living in Scarborough (22%), burglary was a higher priority for those living in Hambleton (21%) and speeding was mentioned more frequently by those living in Richmondshire and Craven (24%). Hate crime was mentioned by 12% of residents on Selby and 7% of residents living in Craven.

Thinking about your local area, what would you consider to be a priority for the police?

Category	Percentage
Local information on policing	5.5%
Vandalism / graffiti / damage	7.7%
Litter / rubbish	4.6%
Cyclists as road users	2.4%
Parking	3.6%
Road safety	8.6%
Speeding	12.5%
Hate crime	3.9%
Cycle theft	4.5%
Drug-related crime	18.1%
Robbery / mugging	5.3%
Violent crime	5.8%
Vehicle crime	7.5%
Burglary	13.4%
Accessibility	5.7%
Reassurance	42.5%
Other	20.2%
Nothing more	12.5%

3.6.50 Almost all respondents (93%) of respondents considered the investigation and resolution of major crimes to be something that was needed within their local area. The same amount of respondents indicated that answering and responding promptly to emergency calls (68%) was a service that was also needed in their area.

3.6.51 More than eight in every ten respondents said that responding to reports of missing and vulnerable people was needed; the same was said of working with other agencies to manage high risk offenders.

3.6.52 Less than two-thirds of respondents suggested visible policing (64%) was needed, 21% said this was wanted and 17% said it would be nice to do. This provides a very interesting breakdown of an issue which is often perceived as a huge priority and highlights that major crime and partnership working is considered more of a necessity at present.

Please indicate, from a personal perspective, which of the following services that can be provided by the police are needed in your area, wanted in your area or are nice to do.			
	Needed (%)	Wanted (%)	Nice to do (%)
Answer and respond promptly to emergency (999) calls	**92.9**	4.5	2.6
Investigate and resolve major crimes	**92.9**	4.9	2.2
Respond to reports of missing and vulnerable persons	86.1	11.5	2.5
With other agencies manage high risk offenders	84.7	10.5	4.7
Tackle rural crime	77.6	17.0	**5.4**
Provide counter terrorism and organised crime services to support national policing requirements	71.9	**17.5**	10.6
Provide assistance and support to victims and witnesses of crime	69.5	22.4	**8.1**
Have a stronger focus on cybercrime	64.1	24.6	**11.3**
Provide a visible presence in your area	**63.5**	20.5	16.1
Tackle cross-border crime	62.0	28.0	**10.0**
Investigate and resolve local minor incidents and crimes	**57.5**	31.9	10.6
Provide crime prevention advice and support crime prevention programmes	49.1	**31.4**	19.5
Provide a roads policing service dealing with traffic management, road collisions and motoring offences	**46.6**	31.6	21.7
Providing policing for major public events	46.2	34.0	**19.8**
Answer and respond promptly to non-emergency calls	**43.5**	37.4	19.1
Provide opportunities to engage/communicate with the police	**43.0**	27.9	29.1
Provide information to you about policing detailing crime and criminals and the response to local problems	**33.6**	31.0	35.4

3.6.53 Finally respondents were asked to consider four statements based on alternatives to traditional punitive measures of dealing with people who commit crimes. Two of the alternatives were favoured in terms of overall agreement with the majority (85%) that agreed that convicted criminals should be made to explain their actions to their victims at the victims request and 84% agreed that victims of crime should be able to request meetings with the people who committed the crime in order to inform them of the impact of their actions.

3.6.53 Although the idea that the wider community should play a role in deciding the type of punishments/justice resolution that those who commit crimes have to carry out (57%) and the victims of crime should play a role in deciding the type of punishment/ justice resolution that those who commit crimes have to carry out (56%) achieved lower levels of agreement more than half did agree to some extent with the concept.

As an alternative to the traditional punitive methods of dealing with people who commit crimes, to what extent do you agree or disagree with the following statements?					
Statement	Net Agree (%)	Strongly agree (%)	Agree (%)	Disagree (%)	Strongly disagree (%)
Convicted criminals should be made to explain their actions to their victims at the victim's request	85.0	36.1	48.9	9.7	5.3
Victims of crime should be able to request meetings with the people who committed the crime in order to inform them of the impact of their actions	83.9	34.8	49.1	11.8	4.3
The wider community should play a role in deciding the type of punishments/justice resolution that those who commit crimes have to carry out	56.7	22.7	34.0	25.2	18.1
The victims of crime should play a role in deciding the type of punishment / justice resolution that those who commit crimes have to carry out	56.4	23.8	32.5	27.2	16.5

Chapter Four: Stakeholder and Public Focus Group Findings

4.1 Introduction

4.1.1 As part of the North Yorkshire Police and Crime Commissioners delivery plan review, SMSR have also undertaken a stakeholder and service user consultancy programme aimed at delivering user insight to support the identification of PCC priorities across the county and to support the previous findings highlighted in this report.

4.1.2 As part of the consultation process, SMSR were commissioned to deliver a body of work that represented the diversity of North Yorkshire, establish the relationship between its residents and the police force, areas of good practice and developmental points.

4.2 Sample / Methodology

4.2.1 The sample included views, experiences and priorities of a selection of the vulnerable residents living in the county, those with experience of the criminal justice system, young people, elderly residents, those with learning difficulties and North Yorkshire residents from the BME community and professionals from both the statutory and non-statutory services. Within the sample, views of victims of hate crime, female specific cohorts and drug addicts were captured.

4.2.2 SMSR's Project Team in conjunction with officers from the NYOPCC identified key groups within the community that had not previously been engaged with or were groups that were identified as a priority as part of the earlier research.

4.2.3 In response to the PCC offices commitment to representing all residents of North Yorkshire, SMSR made a commitment to gathering higher-level insight of the county's residents. The focus groups held, included;

1) Police and Crime panel
2) representative(s) of statutory Safeguarding services
3) representative(s) of the Community Safety Partnerships
4) employees of infrastructure services with the VCSE sector
5) members of the BME community
6) young people's specific consultations
7) North Yorkshires mature/ elderly population
8) individuals involved in the Criminal Justice System, either historically, currently or at greater risk of offending
9) residents with additional needs, including physical and learning disabilities
10) individuals engaged in substance misuse services for alcohol and/ or drug addiction

4.2.4   The consultation sessions were undertaken in groups, friendship groups and one-to-one interviews. Most consultation sessions were undertaken face-to-face though some were conducted over the telephone to ensure all user groups were represented. Each consultation session was centred around an informal script, this supported a semi-structured interview process, consistency and reduced bias between each group. The methodology also allowed flexibility and the gathering of insights that was integral to represent thought on the on the periphery of the questions asked.

4.2.5   The script focused on five key areas, these included;

1)   opinions of North Yorkshire police?
2)   what could police/partners do to make you feel safer?
3)   what should be the priorities of North Yorkshire police/partners?
4)   what types of service/actions should the police prioritise?
5)   what should North Yorkshire police consider with the resources available to them.?
6)   how safe you feel in your community?

4.2.6   The following chapter summaries the views from the various group or interest groups that were involved in qualitative aspect of the research.

4.3   Summary (Stakeholder)

4.3.1   Across all stakeholders that were interviewed there is a general consensus that an increased focus on a preventative approach to policing is a good idea and the goals and vision that emerged from the earlier research from local and national literature is supported by all partners that were engaged.

4.3.2   Many identified similar issues and the objectives proposed were mirrored in conversations with key partners. Many have the similar strategies that ultimately are looking to improve the quality of life for residents across North Yorkshire and City of York.

4.3.3   All welcomed the concept and potential benefits of working in partnership to achieve outcome based initiatives and to encourage and develop stronger partnerships. Many perceived added value and cost efficiency with the Police and Crime Panel also adding its support for the outward looking face of the goals and objectives and the inclusion of the fit for future policing.

4.3.4   Most stakeholders, whilst in agreement around the principle of partnership working also identified numerous challenges around delivery and although there were a number of encouraging signs around information sharing and common thinking there were also a numerous challenges mentioned such as the politics that exists especially in regards local authorities and PCC's, time, resources, potential overlap, geography and a lack of a solid relationship with the third sector to name a few. Many felt this needed clear strategy and strong planning and communication.

4.3.5   Several interviewees placed a strong emphasis on the third/voluntary sector suggesting these were key partners in supporting the delivery of a more preventative and efficient police service. There was a real belief that the third sector could support policing in a number of ways and that there should be much more reliance on this sector, it was felt to be under appreciated and underutilised. This has already been highlighted as part of the victim's needs assessment but it of course goes beyond this area of support.

4.3.6   The concept of co-production and better sharing of facilities and staff was cited as just one way of working better together.

4.3.7   Community Safety Mangers found the proposed model fit for purpose and a model that matched many of their local priorities. Many felt it would tie into and support the creation of their 2014/15 plans.

4.3.8   In regards to frequent and important priorities, hate crime was mentioned by many in terms of an issue that was still a very important and needed more of a focus as it affected many residents' feelings of safety. There was a general belief the police still did not do enough around preventing hate crime. Hate crime support services reinforced this theory and argued there should be more reliance on the third sector to help address the issue, which comes back to the point around recognition of the services available within the sector.

4.3.9   Other issues stakeholders identified focussed on mental health support and early intervention, domestic and sexual violence and the night time economy. Underpinning all of these issues was the desire to see increased education and engagement. All of which is reassuring for the initial thinking around the plan based on the goals and objectives proposed as part of this research.

4.4   Findings (Stakeholders)

Police and Crime Panel

4.4.1   Initially the panel described the proposed overall methodology as representing 'strength in the process rather than presenting an already complete strategy'. The proposed model was presented to the panel and it was felt to be positive 'in the main' and 'although written in broad strokes that could be ambiguous it is accommodating of cross-border need within North Yorkshire. As the model could accommodate both local need and the objectives of specific services, the Police and Crime Panel suggested the need to consider any existing models in an effort for it to be complimentary with the priorities of partnership/ community services. Similarly, the PCC plan is hoped to consider the need of cross-border partnerships in response to crime (and the ambitions of the Strategic Policing Requirement).

4.4.2   This area of discussion prompted the panel to identify 'the need to consult peripheral stakeholders', and raised the question 'who is the Police and Crime Commissioner working with? with concern voiced regarding 'the lack of clarity about which people and groups are being engaged by the PCC in the long-term around preventative delivery'. Motivating the need for cross-sector collaboration with the PCC appeared to be the need for 'a robust partnership when considering a landscape of reduced resources'. Joined-up working and potential 'added value' was felt to support the ambition of 'fit for future policing'.

4.4.3   In summary the panel were supportive of the vision and its four goals and the objectives that underpinned the model. It was recognised that a local layer of actions and activities would sit under the overarching goals and objectives and that it could be delivered as long as the partnership issues mentioned above were considered and everyone was 'pushing in the right direction'.

Representatives of statutory safeguarding services

4.4.4   There was general support of the Be Safe, Feel Safe vision, - "it is very important but I don't care so much about the responsiveness element, I not particularly bothered if we are the 2nd or 3rd most responsive service as long as victim care is a priority of North Yorkshire police. Prevention is also less of an issue and should not be a goal".

4.4.5   It was suggested that 'translating this vision into a reality would be dependent on partnership working which would need clarifying – who does what? Partnerships were felt to be 'crucial to ensure safeguarding and safeguarding is paramount – it will be interesting to see where the NHS sits in this process and it will be a challenge to ensure they get it right'. Additionally it was reflected, 'we will need to be better at proactively sharing information to ensure safeguarding outcomes are achieved – it is a big challenge that is not helped by two separate authorities. Making any vision a reality is going to depend on partnership working with clarity on what sits within this and who drives it'.

4.4.6   It was referenced that as of 1 April 2015 local authorities 'have a statutory duty to share information around safeguarding issues'. However 'information sharing is a big problem in safeguarding incidents of crime, there are legal limitations around information sharing'.

4.4.7   When considering divisions of the Police and Crime Commissioners resources it was suggested,

"We need wider thinking around policing and things need to become a shared agenda. PCSO's could be utilised more – they are a cheap and effective method of policing and should play more of a part in ensuring visibility and local policing"

Representative of the North Yorkshire and York Forum, a strategic body within the county's voluntary sector

4.4.8   It was felt to be paramount that,

"Dialogue facilitated across the sectors and represents
both big and small organisations. With such a big county this represents a challenge, for example, we cover seven CVS's".

4.4.9   There was a real belief that the third sector could support policing in a number of ways and that there should be much more reliance on this sector, it was felt to be under appreciated and underutilised.

4.4.10   There is a need for more dialogue and understanding around victim services, we are getting closer around victim services as well as drugs and alcohol, mental health and domestic violence. The relationship is there and the third sector is the one who are driving this but it is a bit ad hoc rather than a strategic approach.

4.4.11   When considering priorities and discussing the general goals being proposed, there was again general support for the plan:

"It is hard to challenge the Police and Crime Commissioners four goal although I am wary of 'Prevention' as I think to some extent it can become a substitute for active intervention. This is sometimes influenced by money-saving objectives and we need to be clear what is driving this approach. Balance is hard to achieve in North Yorkshire when considering priorities because of its geography. For example, rural issues are very important and it's going to be hard for the police to balance costs/ priorities when crime happens in these areas".

"There is a lot of isolation in the rural areas and more vulnerability than people think, it is easy to become detached. This needs more recognition and the voluntary community can play a big part in this as community support could be vital. It is key for the police to tap into this, they need to recognise it and use it. Local Delivery Teams (CSP) can play a part in this but voluntary sector needs to drive this".

"Similarly, the voluntary sector can play a part in co-production; the libraries are an example whereby the county council withdrew funding and the voluntary sector has kept it going. The challenge is recognising these opportunities, understanding the landscape and approach it with a different way of thinking".

"Hate crime is a key issue, but geographically focussed as is other priorities such as road policing. In regards to hate crime, it is often more of an urban issue. Moving forward, the priorities should include drugs, alcohol and mental health. Policing could utilise things like community 'hubs'. We have a lot of community intelligence, useful for preventative agenda and supporting crime prevention in local communities".

Representative of the Community Safety Partnerships (CSP)

4.4.12 Community Safety Mangers found the proposed model fit for purpose and considerate to many of their local priorities. Many felt it would tie into and support the development of their 2014/15 plans. Various comments were made from both a CSP and Local Authority perspective:

"Community safety is not just about the police, it is more that the police seek to own it so more partners need to push it as a priority also, this is a challenge that needs more constructive dialogue. There are overlaps as well, like the city council have a statutory responsibility for road safety so there has to be a way forward jointly. The key aspect is not just around enforcement but also around education on this issue - 95 alive is a good example of partnership working that has credibility and success".

"Cross-border crime is an issue, however I don't think the general public see this as a priority, they are not bothered where crime comes from they just want it dealt with and the frustration comes when it is not being dealt with."

"Partnerships are difficult in North Yorkshire, we need constructive dialogue but it does require some give and take. People and partners all have their own priorities but this needs to be aired behind the scenes rather than shouting in public. Local authorities are not in favour of an elected Police and Crime Commissioner to be blunt so this is a challenge. Political leaders should be involved and accept alliances but work together for the greater good".

"It is hard to disagree with any of the key themes and objectives of the draft model. Hate crime should be more prominent and is perhaps missing as an objective on its own; it is closely linked with anti-social behaviour (ASB) and can lead to serious crime but as with ASB it's an area that needs better early intervention and a focus before it escalates. Police have never been clear on hate crime, there are issues with recording ethnic background data so it's always been very hard to track.

Again, this needs to be better to ensure everyone is aware of this problem that is hate crime. We have missed so much hate crime and therefore it has never been a focus".

"Mental health and learning difficulties should be separate as they are very different, learning difficulties can be physical as well as mental and physical difficulties have never been given a focus".

"It is good to see children and young people as a priority as they are much more likely to be victims, there needs to be more focus on protecting and understanding young people and improving victim care is crucial, especially for young people".

Priorities

1   Significant issues for CSP's are multi-agency problem solving as individuals are still struggling to fit in.

2   Domestic and sexual violence is increasing amongst younger people. Young girls being hit is too often seen as an acceptable part of a relationship, again, it requires education and early intervention. We are still scratching the surface to some extent; it needs a collective push and a collective message. Not everyone wants to flee so it's about how you support people in that situation and alter public attitude and awareness.

3   Tackle alcohol and the night time economy, many issues around force area.

"I am very supportive of the preventative agenda and the vision around Be Safe, Feel Safe, but less concerned about who is the most responsive service as it is more about how people feel. Visibility is hugely reassuring so it is important to not lose focus on this. Fear of crime is very difficult to deal with, the media is key – we need to build relationships to help avoid fear of crime. If people don't feel safe, they don't go out and can become vulnerable and it can effect community tensions".

York Racial Equalities Network (YREN)

4.4.13 There was significant interest and insight around challenges from both a stakeholder and hate crime perspective from a number of interviewees:

"In York the BME population is still low but has grown significantly. The population has doubled and become more visible. Figures suggest the population has increased from 4.1% to 9.8% and when considering the more transient communities the figure is likely to be around 10%".

"In response we developed a five-year business plan and hate crime features highly. It is a big issue in the area but so is the fear of hate crime which leads to isolation and loneliness, prompting further issues. Figures suggest hate crime is currently under-reported by approximately 2/3. There is a significant issue in the fear of reprisal, York is a relatively small place and people feel they are easily identifiable, which makes people feel vulnerable".

"What is required is much more of reporting of hate crime and support services, which in essence is what way the Race Equality Network do. We work very closely with the police and the Safer York Partnership, yet we receive no direct funding for this". The Police and Crime Commissioners Community Fund has helped and enabled us to extend our expertise across the county, but we struggle like most third sector organisations in that we feel massively undervalued (especially by the statutory sector) to some extent this agenda/concept is in the city of York strategy but they have no resources to deliver it, it needs and relies on voluntary services".

"People are not reporting to the organisations as there is a lack of knowledge around support services and people tend to be challenged rather than helped. A good example is daylight attack on a person with a disability. We advocated and spoke with the police, the council and the Safer York Partnership, acting on the individual's behalf, offering the support needed to build trust and confidence".

"The police still struggle with hate crime, they don't have the resources to train the staff, and it needs to better and more consistent with more focused training. The movement of officers is a real problem within two years they have generally moved on. It takes time to build trust with BME communities; they do not naturally trust the police and the police are not great at building relationships. The big challenge with the Safer York Partnership and the local authority is that they don't support us, rather they challenge us, and question us when actually they should accept what we say when it is in regard to hate crime. The police cannot do everything, they need statutory organisations working together, and we need respect and funding. These organisations need to utilise the voluntary sector".

4.4.14 When considering the priorities of the model, "we are on the front line and have our ear to the ground, we can be this early intervention yet it is the same old message coming out. We are undervalued but could be a solution, while funding and uncertainty makes this really challenging. We feel like we are always fighting with little support and constantly working with zero funds".

Priorities

"Research tells us that the BME population in York, when compared to the majority of the population will live in disadvantaged areas of the city and expect multiple disadvantages including poverty, poor health, low education and economic achievements, made worse by racism and isolation."

"Areas of increased vulnerability should be a priority-the city centre (more so on a night time) and open spaces, especially public transport (buses in particular) police need to look at this and put a strategy in place".

"Priority has to be hate crime and developing the understanding between the BME community and the police. There was a situation about housing with a Pakistani family. The family was treated 'by the book'. The family could have lost their home and the children taken into care which would have come at an enormous cost to the local authority. All because a one-size fits all approach was taken which was the least effective and the most costly".

"My view is that York City Council and its partners are working towards inclusion. There is a long way to go but there is a will, the big thing is changing the attitudes of people towards the increasing diversity. Statutory and voluntary organisations need to work together a lot more to make York a more inclusive city as there are still many pockets of isolation. There are moves towards betterment but there is still work to do as the population grows vastly and issues about equality rank very high. The Statutory services have a duty that is discharged to them while the voluntary sector is on the ground and very hands on".

Recommendations

"When we talk about prevention, we hold community engagement events focused on cohesion and invite communities into cultural events, so this ties into the education and engagement concept and it is a way of promoting understanding. Publicity around hate crime can be massively effective and it is a fact that less people report if there is no marketing".

"The consequences of not reporting [hate crime] is increased isolation, limited life choices and generally feeling less safe in your community. The police could utilise our community Mentors more, they do work with the police but they could do more training with the police and become the direct contact with a mandate. Be Safe, Feel Safe is a good aspiration but we need to keep having the conversation and resourcing the conversation, we have to eradicate hidden racism as it is not really been reduced. Zero tolerance is a great concept with regards to hate crime but needs resources".

"There needs to be an intense programme and greater focus on education, both in and out of school, more looking to the future as York is becoming more diverse and the bottom line should be working towards inclusion. If each person has value then they should be viewed in terms of the contribution they can make to their community, the difficulty is not identifying the services best placed to achieve this, it is valuing and supporting them to facilitate the work. There is an example when the York mosque was going to be abused by 'so called thugs' and the whole thing turned around by the Imam who asked this group to come inside for a cup of tea. It broke down barriers, developed a relationship between the Mosque and the community and de-mystified the place - the mosque is now a valued landmark of the city".

"A school in Bradford is a sound example, where approximately seventy languages were being used so the workforce, service delivery and infrastructure supported this. York is still predominantly of middle class with white British ethnicity and the city's services reflect this. YREN once commissioned a piece of work to engage with schools that was very insightful.

The idea being to educate young people early and not side-line issues and respond only when prompted. Equality and racial justice is treated quite shabbily by the authorities. We have been side-lined and not given any fuel, I say we have a fabulous machine the but he local authority doesn't' but any fuel in it. We are no longer funded by the local authority. It feels like when it come to the local authority, we exist, but they don't want to put any money into it. In real terms this means the BME community do not receive a service that is a best fit and as a consequence, the communities with the police suffers as they are not best placed to engage individually – what we do not want is angry [BME] youths in the city that are disaffected as a consequence".

Summary of recommendations (Stakeholders)

4.4.15 The response from stakeholders and service users operating within North Yorkshire's BME community was the perceived value and opportunity for additionality when a shared agenda was achieved through shared resources. Voluntary sector services engaging within the BME community with robust insight into hate crime reflected the need for early intervention and prevention if, particularly the City of York was to develop an appropriate response to its increasing BME population.

4.4.16 Feelings of being viewed as 'undervalued' and 'side-lined' by statutory organisations were expressed alongside a belief that more effective outcomes could be achieved if a greater value was placed on their provision. Explicit references were made of the need for increased funding to create stability within the organisation(s) that would allow for improved delivery and capacity building, including closer partnerships with statutory bodies including North Yorkshire Police."

4.4.17 Across stakeholder consultation, communication was highlighted as being integral to achieving any aspirations relating to improved policing. Though if communication was identified as the vehicle then increased partnerships, particularly between statutory and non-statutory services was recognised as the catalyst for change. Between respondents representing the CSP's, VCSE and safeguarding services, the common principles of multi-agency (Inc. statutory and non-statutory services) working, shared agendas and leadership were identified. All stakeholders suggested they function effectively within their respective supply chains. The challenge was suggested as being the ability to scale-up these networks and remain robust enough, when considering the varied priorities to offer a county-wide response to policing issues. This reinforced the importance of communication and the sharing of information, common goals and leadership within the stakeholders to drive a cohesive response.

4.5 Summary (Public Groups/Interviews)

Offenders

4.5.1 Offenders generally had a negative perception and relationship with the police; many gave examples of how they felt they were treated differently and unfairly.

4.5.2 Housing is a central issue for offenders in that provision and vetting of landlords was considered inadequate, dangerous and led to re-offending and increased vulnerability.

4.5.3 Most reflected a general lack of support once released from prison and many said they felt helpless and abandoned which was a key driver to re-offending. It was perceived to be a disorganised and dysfunctional system without a grand plan.

4.5.4 Addiction (another reference to increasing crime) was said to be something that was not prioritised enough or handled in a way that was effective.

4.5.5 Reinforcing what partners have said, offenders argued that services such as the Women's Centre or other voluntary groups such as the church could be a life saver.

4.5.6 Scarborough was considered a very unsafe environment and added to their vulnerability, several said it has a drug culture and often drug taking and offending is harder to break in Scarborough.

Young people

4.5.7 Young people also seem have a negative relationship with the police service, many mentioned a lack of trust or intimidation as the key reason for this.

4.5.8 Young people said they often see violence and incidents and don't feel the police always lead by example and use violence unnecessarily at times and can be antagonistic.

4.5.9 Many felt unsafe in specific areas of Scarborough and did not see the police or partners doing anything about it. Similar issues to those that emerged from the telephone research were referenced in that drugs and the night time economy, driven by alcohol use were key drivers to feeling unsafe, as was violent crime in general. Many were able to mention first-hand experience of knife or violent incidents.

4.5.10 Hate crime was also a key issue for young people, many felt threatened and intimidated in many parts of Scarborough for how they looked or who they associated with. Again many were able to recount examples of when they had been targeted, but as with the BME support group, it was clear many did not report these incidents, it was almost accepted.

4.5.11 Many felt hate crime is a very difficult issue to prevent as its about changing attitudes.

4.5.12 Many felt education was key and that the police needed to work with schools at a much earlier stage, the Fire & Rescue Services were referenced as a partner to replicate in terms of effective education and engagement.

4.5.13 Again non-statutory services such as The Youth Zone and sports facilities were cited as safe places to be and such facilities were seen as effective crime prevention.

4.5.14 Young people also mentioned the need to reduce re-offending as many felt this was not currently working effectively in Scarborough.

Additional Needs

4.5.15 Additional needs attendees had a more positive perception of the police but limited contact. There was some confusion over how to contact the police, which potentially could increase vulnerability.

4.5.16 It was again clear that all had suffered a hate crime at some point and relatively recently. This group in particular were less able to react and take action to such crimes and again it was the voluntary sector that was recognised and praised for its support.

4.5.17 Feeling vulnerable and unsafe increased in York City centre, especially at night and on public transport. The latter was seen as a real issue, especially on trains, buses and taxis.

4.5.18 Mental health and learning disabilities/ difficulties and a general focus on vulnerability was felt to be a priority consideration when addressing hate crime. Education was seen as a key component to addressing hate crime and the impact it can have.

4.5.19 Greater consideration of people with additional needs from a police perspective and the idea of setting up safety points for access and help if required were mentioned as something the police could work on in partnership with others.

Elderly

4.5.20 General felt the police were doing a good job under the circumstances, there was concern over local neighbourhood policing diminishing. That said there was also an acceptance that cuts had to be made.

4.5.21 Perceived lack of transparency between the public and the police and a sense of detachment and a lack of trust; several blamed the media.

4.5.22 Scarborough town centre was again referenced as a place that nobody felt safe in, with one attendee describing it is a complete no-go area at night. Most reference areas they would not walk through at night.

4.5.23 Several attendees felt wildlife crime should be a priority, it was mentioned that it is a crime that is often neglected but a crime that is on the rise.

4.6   Findings (Public Groups/Interviews)

Offenders

Opinions about North Yorkshire police

4.6.1   It was clear that offenders had a strained relationship with North Yorkshire Police and felt they were treated differently to other residents.

"... Not fantastic".

"I haven't offended in eight years yet I still have drugs markers against me so I get hassle in the street when they could take them off. Between May (2013) in August (2013) I was lifted five times and found with nothing on me so I was searched when there was no need. This type of thing means you have a worse attitude towards the police."

"Most people think Scarborough is a training ground for new police officers, they come straight out of Northallerton and this is the first place that they have worn a uniform so they may have a bit of an attitude".

"One of my issues is not with the police, it is with one of the services in Scarborough. I opened up to my worker and they informed the police saying they had a duty of care. This ended up in a nine-hour lie-down in a three-hour interview. All they [police] actually wanted were names, it was nothing to do with my welfare it was about something that happened years ago that I could not remember anything about".

Priorities

"Housing is a big issue, the provision is shocking in terms of standards, and I would rather be homeless. The challenge for us is purely financial, we have no money and it's hugely challenging to raise finance, the bedroom tax is an additional issue. Prison becomes a way of life and you become institutionalised, I'll pay to stay because when you leave you are set-up for failure; you are literally thrown out of prison with no money and no real hope. I had to stay with friends for two weeks before I got anywhere to live, it can be emotional torture you, so you come out upset an alone".

"You are so much more vulnerable if you are homeless as you have no safety barrier so it is Catch 22. The police station is no help whatsoever; they do not bother with you even if you are unwell. It should be somewhere that you can go to access methadone, it should be a natural point for help if you need it but they are not bothered. It may be at this point that you are more likely to re-offend when you feel at your most vulnerable".

"There are not enough food banks in the area which again can be a driver to crime, especially if they always put families first, so there is even more limited availability."

"The problem isn't crime, it is the things that motivate the crimes - social exclusion, homelessness, addiction, poverty and inequality. The problem is, there does not seem to be a coherent plan. Even the support services that are in place at the moment, counselling services, Rogerian therapy, Person Centred Approach, they are all conflicting, all of the services are fighting for money so the statistics are cherry picked to look like they achieve effective outcomes."

"If we are talking about addiction, something that significantly contributes to the levels of crime, up and down the county, including Scarborough, I am not even sure if it is being treat as a choice or an illness but nobody seems to have the balls to take the reins and say 'this is the way we are going to address this'.

"All support services are labelled as not-for-profit which is questionable when you have a chief exec on £50k a year salary. Community care isn't working that is why you have about 80% of the courts time being taken up with addicts."

4.6.2   One group member provided the example,

"When I'm in the cells and at my most vulnerable, rattling my back out while I wait for a doctor, of course I will sign up for courses, if it's going to keep me out of jail".

"It isn't just about the levels or types of crime, it should be a priority to use the resources that that are available now. If there was a Tourist Information office on the opposite corner to the police station, if I had any problem, whatever it was, I would go in there rather than try the police. In fact, even if it wasn't a Tourist Information office and it was just a newsagents, I would still try there before the police station".

Hate crime

"Traditional views of addictions are outdated-but there is a hierarchy among addicts, alkies look down their noses at phet-heads, and they look down their noses at heroin users et cetera".

"There is a massive stigma about users, no more so than within the services and agencies that are there to support you. You feel like a leper when addicted the same in recovery".

"When you go to the chemist you have to stand behind the screen, like a dirty little secret and everyone knows what you are doing what you are there for. They are happy to take whatever money they get from dispensing methadone but they make you feel like scum - there should be a little sign saying, 'warning, junkie taking medicine'

"When I was convicted of shop theft the judge said to me, 'you are a disgrace to your education – that really supports recovery from addiction doesn't it".

"People don't actually seem to understand addiction. I will be clean for thirteen years in August (2014) and you cannot let your guard down for a minute. I visited Hull and people said to me, go for a drink, you will be all right for one".

Recommendations

"There are examples where this has worked in other parts of the world, they even got close to in the UK. In Nottingham there were proposals to move all the support services out of the city centre, out of the town and all under one roof. Moving services from the centre reduces levels of crime, particularly in Scarborough where you have the passing-through trade of tourism. Instead, what they did in Scarborough was take one of its most attractive squares in the town and build services for addicts. The 18 month trial in Nottingham suggested that street crime reduced by almost 40% because people that were considered high risk because of addiction were moved away from communities and the treatment was more effective."

"North Yorkshire seems to be going the wrong way, it is on the slide and drugs are rife. ASB, petty crime, street crime, robberies and shoplifting are all done to feed a fix. Therefore, improve services meant to support addiction and you reduce the motivation to offend. The services at the minute are all fighting for money so they offer evidence to say they are working but the results are skewed because the time-frame is based on a small window where someone is abstinent but this might look good for a charity to get its money but it doesn't help a person fighting to stay in recovery therefore it doesn't reduce the potential for that person to offend".

"I've made myself homeless in the past to get support, sometimes you have to do this to be eligible for help. It is madness when you think about it".

"There should be more working between the police and housing providers, offenders get placed into horrible bed and breakfasts or flats so it is incredibly difficult. These should have to be accredited and the police make regular checks, it can be very seedy and dark place to be, which is not what you need when you are vulnerable or at risk of offending".

"Take the best drugs worker, the best women's worker, the best youth worker, the best sexual health worker and the best men's worker, all from charity services. Put them with a police officer and a PCSO and have them as a team in the police station. They can learn from each other and engage whatever person comes through the door, then you will see people using police stations to prevent crime".

Division of police resources:

"Targeting individuals is a poor use of [Police] resources".

"Charity support is the best, offering support with accommodation, education and even just a place to wash clothes. I would be lost without the support and I would go downhill and turn to drugs. My key worker is lovely, like a sister to me".

"The PCSO's treat you with respect, they stop you but they ask how you are doing, you can have a relationship with the PCSO's and I treat them how they treat me, with respect".

"There should be more investment in services, and a blend of PCSO's and regular officers, but definitely more PCSO's about".

"If you are talking about early intervention and why not start education schools, they deliver sex education why not police education"?

"Early intervention can only help if there is a service to support someone. I was having a bad time of it and rang the Crisis Team that didn't answer. A&E won't help unless your arm is falling off and they said if I didn't leave then it was trespassing. In the end I had to ring 999 because there was no other support available."

"They did start doing street triage where someone from the Crisis Team would speak to you but they could do more. The police really struggle when it involves mental health, they don't really seem to know how to calm the situation down, they seem to make it worse".

"The police should invest more cameras, not just CCTV in the street but physically on the police officers. It would make them more accountable as well as capture what is going on. It could be used to educate the place for because they could look back at things and see what they did well from what they could do differently".

"Educate the police force better. You have services that engage people that are vulnerable and high risk and they have very good relationship so why not the police forces employ some of these charities to deliver them some training. The police need to cut their spending, charities always need money, so pay them to train officers and how to engage the community better".

"Invest in services like hospitals, detox places and accommodation services there are no hostels in Scarborough, Rainbow House is the closest thing but there should be appropriate support for the community. Sometimes because there is not a lot of support available I will offend just to get some help and I'm not the only person that thinks like that. The biggest contributory factors to crime are; mental health, alcohol and legal highs so you need to address these if you want to reduce crime".

"There should be more day services for people, places to wash your clothes, have a shower, things like that. There isn't enough support, the same as when you leave jail, you return to old ways because nothing is arranged for you. Scarborough is getting worse as well".

"There is no support when you are in jail and they treat you worse if they know you have a mental health issue. Every time I was arrested they would put me in a 'suit' because of my mental health. One police officer even said to me that it was wrong to do this to me".

"It doesn't feel like the police have much room for individualism. They seem okay at managing situations in numbers when a show of strength is needed, but a gentle touch around vulnerabilities such as mental health, or additional needs is missing. There are some great officers that are capable of this but it is nowhere near consistent".

"When you get support in the community from services, the best ones are community led and welcoming. I know the police have different priorities but I feel that when you are with them you are on a conveyor belt where the outcome is already decided".

Summary of recommendations (Offenders)

4.6.3   The deficits in North Yorkshire police as observed by those individuals involved in the Criminal Justice system appear to have solutions in the form of delivery in the voluntary and community sector. They identified good practice which could be enhanced further through a coordinated approach within community-based support services. The support organisations discussed were not without weakness, though, this was reported, as a consequence of financial pressure. It was suggested that the lack of value placed on voluntary sector organisations by statutory services was a key driver in the VCSE's current financial difficulties. This appeared to be as community organisations, valued by residents/service users and engaged in delivering appropriate support did not receive sufficient remuneration.

4.6.4   Additionally, these individuals described that policing appeared to be reactive and expressed placing more value on services that support early intervention and prevention may represent a non-traditional but effective policing approach. This may include a combination of joined-up working between North Yorkshire Police and community support services, for example, increased skill sharing whereby North Yorkshire Police adopted the engagement principles of some voluntary services and help alleviate some of the financial pressures of third sector organisations. It is of note that this was not suggested in the context of the PCC providing core funding but rather the buying-in of specialist support services or purchase of the third sector as a training resource. Respondents also highlighted the benefits of an attitudinal change within the force although criticism was not carte blanche, specifically with a value placed on the role of PCSO's. Suggestion was made that there was not only an absence of and a perceived value in more joined-up working and the need for cohesion but increased leadership amongst statutory and non-statutory services with shared objectives.

Young people

What do you think of North Yorkshire police?

"A policeman walked me home because I was so scared because of a prison escapee reported in the area. I'm still scared of walking home".

"A bit of give and take, sometimes they do a good job, sometimes they're useless. There is often a lack of empathy towards the police, they don't come across as helpful".

"The Youth Councils have a good relationship with the police, maybe this needs to be harnessed more than used to build relationships with other young people".

"I try to avoid the police (I feel intimidated) - you only hear bad stories. The police station is an intimidating place and does not help, the Central Station has an awful layout, everyone in their altogether - there is no segregation".

"Most young people feel let down by the Justice System and would argue there would be no point in reporting incidents, 'one guy who beat me up got two months in prison!".

Priorities

"Crime is increasing, especially in Scarborough where there is a loft of street crime, violence and drugs. There are some areas like Eastfield, Ramshill and especially Barrowcliffe, they have almost become no-go areas. You get a lot of drunk and disorderly in Barrowcliffe and the police do not want to come, it seems that they preserve all of the nice places and keep places like Barrowcliffe out of sight, out of mind".

"The police need to improve their relationship with young people. Young people don't trust the police and are scared of them, it is not a healthy relationship. I would be scared to ring the police if I was on my own, for example if I was burgled. I would find them intimidating in their the bright jackets with the radios on and things".

"Most young people are worried about hate crime and violent crime, the two are linked. Most people don't report hate crime, it is still perceived as a school yard problem to some extent, and the police don't take it seriously. There are many, many examples of hate crime in Scarborough because of how people look, emo, goths etc etc".

"A lack of jobs and a lack of money is the main driver to crime and repeat offenders have no rehabilitation, they are just thrown out and told to get on with it, people see prison as a roof over their head and food - do they get pennies busking or smash a window in and get back inside and have three square meals"?

"There are seasonal aspects that affect feelings of safety in Scarborough, summertime means the town is very busy, the horse fair and the gypsy camp mean there are a lot more shady characters around - this also impacts on rural crime - it has all kinds of knock-on effect. We don't like going out at night in summer, people coming to town knowing they can cause trouble, and this is not their patch and therefore care less - I didn't feel safe going out on my 19th birthday". In response, another young person added, "I will only go to Filey, not Scarborough, as it is too violent".

"There is a lot of knife crime and drugs in the area and drugs are everywhere at the moment. The local Costcutter was held up at knife-point recently and someone was stabbed".

"Ramshill and other places used to be nice areas, now cheap accommodation is being put to people outside of town, Friday is a good example of this - there are lots of good issues there now. Police need to work more effectively with partners such as the Local Authority. The council need to do much more, we have a resettlement issue and they have such a narrow perspective. In Barrowcliffe, signs had to be taken down by local residents because of the stigma associated with the area. Eastfield is the same, really bad with lots of stabbings. Certain areas are really nice, certain parts give Scarborough a bad name, you tend to walk home now the safest way, avoiding these places, like carrying a mental map".

Recommendations

"The police have too much paperwork to deal with, it should be reduced to allow them to police".

"There needs to be a strong belief in rehabilitation, including the up-skilling of people in prisons is needed, give them something to aim for, to achieve, to strive for. Prison can be punitive but needs to be around rehabilitation, because nobody is getting anywhere at moment, ideally there needs to be less prisons and more support services".

"CCTV is one way of saving money but all of the cameras get shoes thrown over them so they can't see anything, also CCTV needs to be in the right place. I was beaten up and the quality of CCTV was a joke - the police need to invest more in technology to improve services and save money. Scarborough Fair is a good example of where policing has been improved so should the police learn more from the private sector about security and technique?"

"The police need to connect with young people early on, getting into schools and breaking down the barriers and educate. It has worked with the Fire and rescue service-they are a good example to follow When the fire engines pull up at the school, everyone is pleased to see them, you feel the same when you get older. Parents also need engaging and educating, for example, I have seen a parent saying to her daughter don't smoke a joint when you are older, she said while smoking a joint".

"There are good examples of the community working together to reduce crime, on the foreshore, in Scarborough, businesses work together to form a communication network they are able to speak to each other to help manage risk of crime without the involvement of the police".

"We have all used the youth service for years and it just keeps on getting better. You have a say in what goes on and the services and projects are about what we as young people want. You also get to know the staff and they talk to you, not at you so you trust them and respect them".

Summary of recommendations (Young people)

4.6.5   Young people reflected the strength they see in the community provision they are engaged in and identified this as being absent in the communities in which they live, particularly the element of relationships. Their focus for responding to the policing needs in their areas was underpinned by a philosophy of education, particularly from a young age. A comparative model was that of the Fire and Rescue Service, identifying their value and 'warm' reception within the community, particularly within children's (and young people) education. Young people were able to place considerable value on these relationships, feeling much of the issues they face within their communities were motivated by a lack of understanding, particularly when considering diversity and the impact this has on motivating hate crime, for example, how young people dress.

4.6.6   The group made several references to the need to rehabilitate offenders though did not marginalise the need to challenge the drivers to offending behaviour, again, referencing community solutions such as support services over prison estates and provided examples of community initiatives. Young people described a disconnect between their demographic generally and the police for though an example of a more effective relationship that could be up-scaled in the form of the police and youth parliament members.

Additional Needs consultation group

Opinions about North Yorkshire Police:

"Very nice people I think, they [PCSO's] come here for a surgery every month".

4.6.7   One service user described the NYP response to an incident involving her father,

"My Dad was driving with a caravan and some kids threw stones at my Dad. I felt scared of the kids and the crime. The Police came to see me which was good".

"Big gangs come from Tang Hall to where I live [Hull Road] and smash bottles and things on St. Nicolas Fields".

"I do not like big gangs, they shout names at me. Is that bad? Someone lives at the bottom of my street and quite often shouts abuse at me. I am the victim and he is the person that has done something wrong. I rang the Police and they visited me and they said that they would tell their colleagues and keep an eye on things. He hasn't shouted any more abuse at me since I spoke to the Police".

4.6.8   This was acknowledged by another group member as 'very brave'.

4.6.9   When asked to consider the methods for communicating with the police, the groups stated , "999 is what you call if something is happening now and 101 is the number you ring if something is not happening now. When asked to consider the number you may call in response to a hate crime, one individual explained,

"...you might call either but if you dial 101 you are not going to get a proper police officer".

Night time Economy:

4.6.10 When asked 'do you feel safer in the community where you live or in the town centre?" The response was a unanimous,

"It depends on the time".

"A lot of clients [from the forum] report not going out at night because they do not feel safe".

"They day time is diverse; you have people from different cultures, with different abilities and a lot of tourists. The night time is very different; tourists are not about as much".

"Some vulnerable people go to special social evenings, but they shouldn't have to, they should be able to go out and socialise in twos and threes".

Division of Police resources:

> "[Police] cannot work miracles because they don't have the resources".

> "Where I live [Hull Rd] I do not get many [Police] patrols".

4.6.11 When asked to consider the investment in technology to support the policing of local communities, feedback included,

> "May be spending some of the money on CCTV. That would be a good idea".

> "There are some idea in the USA that let members of the public listen in to the Police radios so you can hear what they are doing and where they are".

> "I watched a video about hate crime that was very good, it showed what happened on a bus when people were asked to respect the spaces available to accommodate wheelchair users. I think videos like that are good because it helps people to learn".

Hate Crime:

4.6.12 How seriously do you think the police treat hate crime?

> "I don't know, but they should take it seriously. It is really important to tell the police what happened".

> "They [PCC] should educate the police force – just because a crime is reported by someone with vulnerability does not make it less true. There is an example when local youths were targeting a vulnerable man and it was interpreted by the police as, 'they are just kids'. The individual tried to change his accommodation but his request was refused on the grounds that some of the family of the youths lived in the area he wanted to move to so it was rejected".

4.6.13 …another example included,

> "A young woman with a history of mental health was assaulted by her partner. She spoke to the police about it and when they found out about her mental health, the tone seemed to change and they seemed to highlight this rather than the crime".

What types of crime should the police focus on?

Gangs
Young people's antisocial behaviour
Disability/ hate crime

"More awareness of and a dedicated point of contact for vulnerable member of the community. Police should use insights of the local communities. Local intelligence would help police specific areas within specific communities and would help raise awareness of hate crime".

"Hotspots in the town are the Peasholme Centre and Arclight [hostel] near Bootham Park Hospital. Because of the hostels you get a lot of drinkers and drug users congregating and because it is a near a psychiatric hospital you get a lot of discrimination. If you are seen going in or coming out of the hospital people know it is to with your mental health so you can be targeted by people hanging about that area".

"Kids where I live kick the ball into people's gardens. When they kicked it in mine the carer gets the ball they shout abuse at them".

Recommendations

"Liaison officers are good or them Police 'specials' [PCSO's], they don't get paid as much so have more of them. Or them guardians like they have in New York".

"More training for the Police engaging with members of the community that has learning difficulties, or are deaf, for example. They should consider additional needs when deploying an officer. They should think about if the individual needs things like signing".

"Safe Spaces was an idea that they have in Leeds where there are 'safe' sites in the city centre that vulnerable people can use if they feel unsafe for any reason. These can be things like shops where shopkeepers are aware of some people's additional needs and they can go in, present a card and ask for assistance. This could be something simple like asking for a friend or family member to be contacted".

"York [train] Station is piloting a 'safe space' event that is offering tailored support for vulnerable people. This could help with buying tickets or navigating the platforms etc. This is offered under the premise that 'vulnerable people have just as much right to travel safely as anyone else. This scheme is hoped to extend to all public transport, and even taxi services. The problem is, we have been asked for years what suggestions we have, and we talk about the concept of Safe Spaces and nothing actually comes of it, then twelve months later, we are asked again if we have any suggestions with regard to policing and considerations of vulnerable service users yet we are having this conversation again, two year on".

"Specialist points of contact in the police force, like they have a nurse in the hospital, on the ward. [she is the only] one but is trusted and is the first person you call if there is a problem".

Summary of recommendations (Additional Needs)

4.6.14 Residents that are recognised as having additional needs offered both new and creative solutions to improve policing while referenced existing initiatives that could be applied locally with a tangible evidence base. Their recommendations are fundamentally underpinned by the police developing a greater understanding of their needs within the community and the appropriate mechanisms to support their vulnerabilities. These included a combination of community-led initiatives such as 'Safe Spaces' where designated local venues with an insight into residents vulnerabilities would act as an extended safety net and point of contact in times/ situations of increased vulnerability.

4.6.15 Further recommendations focussed on the development of the police forces technical capacity to engage with residents with additional needs. Suggestions referenced acute services that may be developed, including the capability to 'sign' with deaf residents. Good practice examples of this are already present within the City of York, providing a template or opportunity for learning to increase NYP's capacity for engagement.

Elderly/ mature resident's consultation

Opinions about North Yorkshire police;

"The police have very good relationships with Parish Councils, and this has been driven by them. You get to know your local 'bobby' and have a relationship with them, getting to be on first name terms. Town bobby's have it worse though, they are shown no respect".

Priorities;

"We need to see more police on the street and for the police to consider moving their presence to 'hot-spots' with more community solutions such as Neighbourhood Watch. Yes, it is true that the police do not have the resources but also it is because their hands are tied. Partly this is because they have limited powers at times, for example the PCSO's. There is also the issue of having too many Chiefs and not enough Indians. If the police is top-heavy they need to address this and reinvest in front-line policing".

"A lot of people have lost trust in the police. It feels like the media are the polices biggest problem at times because they perpetuate this but I am not sure who else is holding them to account or how we would know if they are not performing".

4.6.16 In response, a respondent explained,

"That is the way it is so it is of greater importance to have a relationship with your local bobby".

"The perception is that the police do not know their local area, a symptom that is mirrored in other statutory bodies like the NHS. The force needs to be localised again and address their unsophisticated technology to be more effective. Small can be beautiful, the police got so big that the local community lost its sense of ownership of the thing. You wouldn't call the police at times now because you wouldn't get through to someone [unless in an emergency] because they are anonymous".

"Community care is not working properly, for example, people with mental health issues are placed back into the community but the community cannot effectively care for them with the resources they have. It is so frustrating and sad that we are policing the symptoms and not the underlying cause".

"We need to address the lack or perceived lack of transparency between the community and the police. We need to know what they spend money on and what we get for this, like specialist services, what do they cost, but also how do we use them. People are so detached from the police now, we need to get back to the concept that a police officer is not an isolated organisation but someone that lives in our community".

"There are no-go areas within the county, and crimes that are specific to each and this should be addressed. You can could call [Scarborough] town centre a complete no-go area as soon as it is dark because of all the anti-social behaviour that goes unchecked. The problem is, most offences do not come with an appropriate deterrent but it does work. The example is young people and drink-driving offences, the number is relatively low because the consequence is so punitive".

"…because of the size of North Yorkshire you have to consider both urban and rural crime. There is plenty of wildlife crime . There is no obvious solution to this but it must all be considered".

Recommendations;

"Considering the reduced resources, the police should review the benefit of extending the remit of civil services, like traffic wardens. The wardens could incorporate some of their time into police duties and if it is true they operate at a profit then this could be reinvested into policing initiatives".,

"More money should be put into intelligence to you can develop appropriate interventions. Education is vital but no one group of people should be identified specifically unless it is with local intelligence. Target led policing is a menace, particularly if it is not based on local intelligence".

Summary of recommendations (elderly/ mature residents)

4.6.17 Elderly residents appeared to make recommendations for policing developments in the context of the reduced resources of the PCC. Residents reflected the possible benefit in the extension of community based civil services, for example the discharge of 'some' police responsibilities to traffic wardens. Additionally, the perceived financial margins of civil services was considered as a potential revenue stream to support the inward investment of policing initiatives such as a greater focus on gathering local intelligence.

Chapter Five: Conclusions and Recommendations

5.0 Conclusions and Recommendations

5.1   When the draft goals and/or objectives have been tested there has been wide spread support from all quarters, with stakeholders and the various demographics of North Yorkshire all suggesting they are supportive or rate the goals/objectives as important. In addition a number of issues and priorities have been mentioned that sit within the draft objectives especially around vulnerability (especially mental health support, learning disabilities/ difficulties). Education and engagement has been a consistent goal across all the research any many see this as a key preventative priority.

5.2   Building on the recommendations and based on the fact that education and engagement featured so frequently, a structured partnership-led school liaison programme is created to help tackle issues such as drugs, alcohol, violence against women and girls and cyber-crime/ hate crime/bullying. As many of the responses supported an approach of early intervention, education and awareness raising was regarded as an effective tool. This, like other work-streams appeared to offer the capacity to not discharge responsibility from the police but rather empower community assets to develop their responsibilities for providing community support. Similarly, acknowledging voluntary services as specialists in their respective fields would provide opportunities to displace the volume of work within statutory organisations when this sits outside of their statutory responsibilities. Additionally, this would provide a key driver for the third sectors participation in effective partnerships, with the caveat that they require remunerating in-line with the value they add.

5.3   The partnership element of the model along with the vision (especially the Be Safe, Feel Safe element) have been endorsed by the vast majority of stakeholders interviewed and the whole ethos of preventative policing seems to have overarching support. When considering the challenge of improved policing, in the context of reduced resources, attention was drawn to the development of existing good practice within the locality and community-led services. These were felt to represent efficiency savings while had the capacity to maintain high quality provision. Respondents described a workflow that should begin with a shared agenda, leading to collaboration, ultimately co-production and underpinned throughout by improved communication and the sharing of information. Current practice appears to reflect collectives of established networks with those involved in its infrastructure expressing concern at the ability for these mechanisms to join and provide a county-wide solution without reform. Shared ambitions and objectives appear to motivate existing and future collaboration while sector specific priorities and pressures offer resistance. Stakeholders and providers within statutory services reflect the additionality and capacity building opportunities offered by VCSE services while voluntary organisations report feelings of being 'undervalued' and 'side-lined' by their statutory partners. As examples can be seen were statutory and non-statutory services collaborate effectively so can many more examples of VCSE services becoming increasingly fragile in response to fiscal uncertainty while community need increases. Residents and service users, often not privy to the cross-sector dialogue form opinions in response to their first-hand experiences and observations.

5.4   Residents described what appeared to be negative reinforcement of opinions with regard to issues including ASB and their perceptions of failing community care or described a form of retreat to the community services they know and trust. These appeared to be secondary issues when considering North Yorkshire policing or simply symptomatic of something else. This 'something else' may be the increased need for support, at times specialist support within the county and a growing sense of disconnect between residents and authorities not seen as providing this. This includes fit-for-purpose support services within the community and perceived increased levels of crime without a robust response. The suggestion, particularly from specific communities was that such a dislocation of residents and the police force has and will continue to erode trust and confidence, increasing further the challenge.

5.5   The one area that has been tested the least as part of this work is around victim services and it is important that the more in-depth findings are also considered when writing the plan. Especially as the one objective that did not receive the majority of support (level of importance) was the Restorative Justice approach. This may be due to a lack of understanding or simply a lack of faith. This element may need to be reviewed or further tested. Other than the uncertainty around RJ there is every reason why the PCC adopts the goals and underpinning objectives of the proposed model devised by SMSR. If so it is important the PCC ensures that formal governance arrangements are in place that focuses on the outcomes of the proposed model and that a partnership approach is adopted from the very beginning.

5.6   It is equally important that a structured consultation/engagement programme is put in place to capture victim and public sentiment and this is used to ensure service planning reflects such sentiment as far as possible. This may be done on a periodic basis, SMSR would recommend once a quarter and to be tracked over time. Tied into this is a need to be even more transparent and open with the general public on the plan and the rationale behind the plan. The survey results have shown that, there are more important aspects to policing other than the 'bobbies on the beat' and that there is support for transformation through technology and priority policing in key areas. Elements of the OPM should now be tested to gain further approval and subsequently support.

5.7   Building on the recent Victim's Needs Assessment a victim's strategy for North Yorkshire and the City of York is developed to ensure victims receive a consistent high standard of service and this strategy is monitored by the PCC.

5.8   Scarborough and York were frequently identified in terms of becoming areas that local residents do not want to visit at night. A strategy and understanding of what can be achieved to help elevate this issue should be a consideration for the PCC and partners in terms of outcomes. Constructive criticism was in the form of a 'critical friend' and residents [and stakeholders] were sympathetic to the complex needs within a growing and diverse population against a back-drop of reduced budgets.

The levels of insight demonstrated was matched in both the creative and functional recommendations made to facilitate changes and was reinforced further by the willingness of stakeholders, residents and community services to contribute to driving positive change. The suggested recommendations for achieving change were at times economical, at times attitudinal and often underpinned by the need for leadership. Respondents appeared to recognise that police rarely solve public safety problems alone so encouraged interactive partnerships with relevant stakeholders Consultations suggested a belief that the range of potential partners could be effective enough to accomplish the two interrelated objectives of developing solutions to problems through collaborative problem solving and improving public trust. It will be important to measure outcomes and progress throughout and that performance management arrangements are examined to enable effective tracking of resources and that resources follow the priority outcomes.

5.9   When developing the Refreshment of the Police and Crime Plan it is vital that the core principles of partnerships, prevention and early intervention are at the heart of strategic thinking and the Operational Policing Model. Throughout the engagement work and consultation process across the county there was a recurring question asked by stakeholders, residents and service users. The question was asked in response to relieving the financial pressures within voluntary organisations or when substance misuse service users described service delivery being driven by financial gain rather than client welfare or statutory services discussing cross-border, cross-political and conflicting agendas. The question was,

'Who will drive this'?

5.10   Considering the scale of the challenge to all stakeholders and the economies of scale when these challenges are shared, there remained a will from the respondents to make progress. No explicit reference was made to deferring responsibilities though leadership was felt to be paramount in coordinating a coherent and cohesive response to both local policing and community need. It was felt that the PCC could ensure that formal governance arrangements are in place that focuses on the outcomes of the proposed model.

6.0   Summary of Recommendations

6.1   The three principles that wrap around the proposed model 'Fit for Future', 'Partnerships, Collaboration & Commissioning' and 'People First' are requirements that are considered to help achieving the objectives and ultimately the goals of the refreshed Police and Crime Plan. Interpretation of the insights gathered and consideration of the financial pressures both within and external of the PCC office developed a number of relevant recommendations. These are to be considered and read in conjunction with the reports 'Conclusions and Recommendations'.

6.2   The strength of PCSO's was a prevalent theme throughout the research, observed as three pronounced work streams;

1. Cost effective policing
2. Appropriate response to increased visibility
3. Offering the capacity to provide specialist services/ support.

6.3   Specifically within the additional needs consultation, offender groups the use of PCSO'S was highlighted as examples of effective policing and may offer a further solution with greater development to the roles. Considering the value placed on dedicated points of contact for residents with additional needs within YDH, for example, and a suggestion of the requirement for specific skills within the police force, i.e. sign language for deaf residents. PCSO'S may offer the capacity to developed the further the relationship between North Yorkshire Police and the residents it serves in the form of specialist individuals or a specialist team. Consideration of developing these valued aspects if community police and importantly effective community engagement may lead to the development of a peripatetic support unit. This team, with increased insight and training could foster improved relationships with resident groups that are felt to be either minorities or marginalised, working and learning alongside support services that engage effectively with these demographics, for example, BME services, young people specific groups, individuals engaged in substance misuse support services and residents with additional needs.

6.4   Drawing some parallel with the development of PCSO roles was the progressive thinking around the extension of civil services, specifically Parking Enforcement Officers. The capacity for the PCC to incorporate once more, aspects of the PEO remit would support the desire for increased visibility and increased intelligence within local policing, a key component in public confidence in the force.

6.5   When considering both statutory and non-statutory stakeholders value in the sharing of information that is both timely and accurate in addition to the wider public opinion of intelligence led policing, clear recommendations emerged. The challenge to effective information sharing was believed to be both the scaling-up of existing networks/ information channels and the pending reforms to sharing of safeguarding related information.

A review of the installed M.A.S.H facility and exploration of the capacity to extend further into North Yorkshire would support the up-scale of communication networks that over-arch different sectors in addition to challenging geographical barriers and cross-border concerns while supporting further co-location within the county.

6.6   In a similar vein to the 'shared information' approach was the concept of increasing the co-production supply chain. Strong support for this methodology was identified, believing increased co-commissioning and co-delivery between both the public and voluntary sectors was both cost effective and supportive of positive outcomes. The third sector offers a wealth of resources and specialisms that can and often do support local policing initiatives but can be utilised further. Considering the reduced budget and the fragility of the voluntary sector the need for greater communication between the PCC office and VCSE services is recommended. There is at times a linear view that the PCC holds a budget while the voluntary sector possess the relevant skills and it does not appear to consider the subtleties and nuances involved. Models can be considered within alternative statutory settings, such as a number of Clinical Commissioning Groups social prescribing projects where the third sector and statutory partners develop a practical relationship moving forward. The flow of information currently creates a discrepancy that could be addressed through charter or governance which narrows the distance between these two components of the system. A closer PCC and VCSE is likely to yield increased public confidence, improved outcomes, efficiency savings and creativity though a transparent relationship may be required to address the current incongruence and effectively manage the counties market forces. A closer relationship with the third sector that was transparent is felt to support and future co-commissioning process with practical steps such as sharing of resources (including facilities and staff) would promote collaboration and the Fit for Future philosophy. The principal of 'pooled' budgets and the capacity for additionality this can create would be a complex strategy but potentially fruitful. Despite the challenges of this approach it may be motivated by the ambition of the common principles taken from the model and mitigated by clearer leadership. The recommendation that a communication strategy radiating from the PCC office can be extracted from the qualitative research, across all of the stakeholder groups that were consulted. This would not only demonstrate accountability but support a 'who-does-what' approach for the benefit of all stakeholders, particularly when considering public confidence.

6.7   Perceptions of North Yorkshire Police and the Police and Crime Commissioner was a consistent thread throughout particularly the qualitative research. This varied from perceptions of crime levels and officer numbers of local residents to the financial capacity of the PCC. Similarly to the PCC's relationship with the VCSE, the relationship may be improved further and confidence in local policing increased with improved access to the public to information on which they base their perceptions. Although transparency within the force and the PCC office was not questioned it was evident that a layperson would not know where to find information regarding policing initiatives. Additionally, a 'plain English' strategy to sharing information may offer an efficient, cost-effective challenge to misplaced perceptions of the force, improving public confidence and 'buy-in' from stakeholders.

The effect of not always having a common language or currency was evidenced in the context of Restorative Justice. An explicit objective of the proposed model was the embedding of Restorative Justice practice and something that was ultimately supported as an approach by stakeholders; however telephone respondents placed little importance on this concept. Or so it seemed until it was tested later in the survey with wording that explained the process in a different way and agreement was much higher.

6.8   Ultimately, the overarching recommendation is to use the model for the basis of the Police and Crime Plan as both the quantitative and qualitative findings support many of the objectives and goals within the model and although challenges have been raised around the principles, especially partnership working, there has been positive and constructive debate from partners and as mentioned above there are avenues to explore in terms of making this a realistic opportunity.

6.9   At a glance recommendations:

- Development (and further utilisation) of specialist PCSO's
- Plain English/ communications strategy to convey ambitions of the PCC/ NYP to the general public that does not need translating/ is inclusive of all.
- Incorporation of appropriate Civil Services into PCC strategy as an extension of local policing provision
- Implementation of 'Safe Sites' to support the additional needs community, including the evaluation of existing pilot projects
- Embed a culture of Restorative Justice into fabric of local policing
- Increased co-commissioning and production between statutory and non-statutory services
- Review of the M.A.S.H framework and test its appropriateness to be scaled-up elsewhere in the county
- Increased rate of co-delivery with the third sector, including the sharing of resources (facilities and workforce)
- Greater focus on education and community engagement by North Yorkshire Police
- Specialist points of contact within the force to support vulnerable user groups and acute areas of need, i.e. deaf/ hard of hearing
- Development of a Performance Management Framework to safeguard the ambitions of the models four proposed goals

APPENDICES

The following summaries are based on the telephone responses and give a more detailed insight into the issues and feedback of four areas:

York
Scarborough
Harrogate
Rural/Other (Combined results of Craven, Hambleton, Richmondshire, Ryedale, Selby)

York in Focus

Introduction

In total, 327 York residents were interviewed as part of the overall telephone survey (30%), these were representative by age and gender and were split 50/50 by those who had previously contacted the police/PCC and those who had not.

Two focus groups/interviews were held in Scarborough which were as follows:

- Additional Needs
- BME

The purpose of this summary is to highlight key themes and issues emerging from York residents. Where relevant other stakeholder comments have been added.

The Vision

Feelings of Safety

The majority of York residents do feel safe walking alone in their local area after dark (88%) which is slightly higher (+1%) than the overall average; 13% do however feel unsafe in this situation. Feelings of safety during the day/in the home like most areas were on a par with the overall average.

Many of the partners and service providers mentioned York's current night-time economy and that this was something that was affecting feelings of safety.

North Yorkshire Police

Just over three-quarters (76%), said that the police can be relied upon in their area, this is the same as the overall average. Both Harrogate and Scarborough residents gave higher levels of agreement. York residents were the most likely to agree that the police respond effectively to crime and ASB issues in their area (73% compared to 70% average); this was higher than the other areas. Almost half of all York respondents (46%) strongly agreed that North Yorkshire Police are doing a good job, the highest across the four main areas, the overall average was 39%.

Protecting Vulnerable People

Hate crime was considered an emerging and serious issue in York by both BME and additional need representatives with examples of daily abuse and a fear and uncertainty around reporting and even recognising this as a crime.

York city centre was deemed a very unsafe environment for the most vulnerable with both BME and additional needs residents suggesting there are times and parts of the city centre that they do not feel safe in during the day and most parts were considered unsafe at night. There were much higher fears around being attacked or abused.

Additional needs attendees identified public transport as a real concern in terms of feelings of safety, many identified feeling more vulnerable on buses, trains and even taxis. The train station platform was also identified as somewhere that led to feelings of unsafety.

Several service providers felt that not enough was being done to educate people on hate crime and diversity around race. It was also mentioned that the police were still not doing enough to tackle hate crime and that the police lacked training in this area. Under reporting was viewed as a key issue.

Challenges around BME communities were identified in that because of the multiple disadvantages these communities are facing in York; it was felt this led to greater isolation and vulnerability and that it needed more focus.

Like a number of the vulnerable groups that have been engaged, additional needs residents in York felt that the police treated them differently and they felt neglected and not as important.

Early Intervention and Prevention

Alcohol is a predominant issue with York residents and 17% said they think this is the biggest single cause of crime in their local area, compared to 12% overall. This was significantly higher than the other areas. Drugs are considered less of an issue compared to both Harrogate and Scarborough as the biggest cause of crime although it is still mentioned the most frequently (23%).

Similar to other areas drugs and people dealing drugs is a concern in York, and levels of concern are high with 40% that said they are worried to some extent, this is slightly higher than the overall average (+1.5%) and is higher than Harrogate and rural areas but 4% lower than Scarborough.

Coupled with this was the fact 23% considered people using or dealing drugs to be a major problem in York (18% overall average) and 32% said it was a minor problem.

Alcohol is also of concern in York as a third are worried to some extent compared with a 31% average and these are the highest levels of concern across the four main areas (although same as Scarborough) A tenth are very worried compared to a 7% average. Just less than a fifth (18%) identified people being drunk or rowdy in public places as major problem compared with 12% overall.

There were high levels of importance placed on all the prevention and early intervention objectives with 73% of York residents suggesting that tackling drugs and alcohol was very important; higher than the overall average by 4% and higher than any other areas. In addition 17% cited tackling drug related crime as a priority for their area compared to 18% overall; this was the second highest priority after reassurance, which although at 36% was the lowest across the four areas and was 7% lower than the overall average. Over a tenth (11%) said vandalism, graffiti and dame should be a priority.

ASB is a significant concern in York as 41% are worried about this which is 6% more than the overall average and much higher than any other area.

Levels of concern over other types of crime were also higher in York compared to other areas and therefore the overall average, so for example:

	York	Overall
Having your home broken into and something stolen	55%	48%
Having your property damaged or vandalised in some way	41%	33%
Being physically attacked or mugged	43%	28%
Being personally harassed, intimidated or insulted	39%	25%

In addition most areas said they were more concerned about crime over ASB; however in York, there is much higher levels of concern over ASB (48% said they were most concerned about ASB compared to 34% who are concerned about crime – this is a very different picture to the overall average (45% crime v 37% ASB). In addition, 13% said ASB is a major problem in their area and half said it is a minor problem; this was higher than all other areas and 6% higher than the overall average.

Levels of agreement with the concept that the key to reducing crime and ASB is to tackle the causes rather than the symptoms was the second highest (after Harrogate) with 91% in agreement. This was 2% higher than the overall average.

Cut Crime and ASB

A higher percentage (47%) said they did not feel that funding cuts have had an impact on policing in their area; this was 7% above the overall average.

Reducing reoffending was considered important in York as 98% said this was an important objective as a contributor to help cut crime and ASB, this was 2% higher than the overall average.

Over two-thirds of respondents (68%) in York said they needed the police to investigate and resolve local minor incidents and crimes as opposed to wanted or nice to do, reinforcing earlier feedback on ASB and fear of these types of crime. This was 10% higher than the overall average and much higher than in any of the other areas.

Higher levels of need were identified around providing assistance and support to victims and witnesses of crime (73% v 70% overall) and providing policing for major public events (51% v 46% overall). Cybercrime and cross-border crime were considered less of a service that was needed in York compared to other areas.

Improve Victim Care

York residents are the most positive in terms of how much importance is placed on victim service objectives with 94% that said the objective on improving how key criminal justice agencies respond to the needs of victims and (+2% on overall average), 53% placed importance on the restorative justice objective (+5% on overall average) and 90% said a focus on repeat victimisation was important (+2% on overall average). These were higher than in any other area; although it should be noted that there was a higher number of victims of crime within the York sample.

Harrogate in Focus

Introduction

In total, 196 Harrogate residents were interviewed as part of the overall telephone survey (18%), these were representative by age and gender and were split 50/50 by those who had previously contacted the police/PCC and those who had not.

The purpose of this summary is to highlight key themes and issues emerging from Harrogate residents.

The Vision

Feelings of Safety

Harrogate residents indicated the highest levels of safety across all three scenarios, with 94% of residents that said they feel safe when walking alone in their local area at night; this is 7% higher than the overall average.

North Yorkshire Police

A clear agreement that North Yorkshire Police can be relied on when they are needed was the highest in Harrogate at 80%; 4% higher than the overall average. Just less than three-quarters (71%), said that the police respond effectively to crime and ASB issues in their area (compared to a 70% average); this was higher than the Scarborough and the rural areas. Over four-fifths (84%) agreed that North Yorkshire Police are doing a good job, just 1% less than the overall average.

Protecting Vulnerable People

Harrogate residents generally placed less importance on each of the objectives linked to protecting vulnerable people when compared to all other areas but none the less, nine in every ten did place importance on each objective.

Early Intervention and Prevention

Drugs were identified as the single biggest cause of crime within the local area within Harrogate (35%); 5% higher than the overall average, this was also higher than York and the rural areas. Alcohol was identified as the single biggest cause of crime by 11% - the same as the overall average.

Similar to other areas drugs and people dealing drugs is a concern in Harrogate; however compared to the other three areas, levels of concern are the lowest (33%) and therefore lower than the overall average (39%). Generally levels of worry on all crimes are lower than most other areas and especially the overall average. The only crime type whereby Harrogate residents indicate higher levels of concern was around motoring offences (41% compared to 37% overall).

Worry over ASB was the lowest across all four areas at 23%, 8% lower than the overall average.

Harrogate residents are far more concerned about crime in their local area (50%) compared to ASB (26%), along with rural areas this was the biggest gap between crime and ASB. Overall, 37% were concerned about ASB and 45% crime.

Harrogate residents placed greater importance on the objective to tackle drugs and alcohol (99%) compared to other areas and overall (95%) and the objective to place greater emphasis on engaging and educating residents on areas such as road safety (85% compared to 83% overall).

Reassurance was identified as a policing priority by 54% of Harrogate residents, this compared to 43% overall and was significantly higher than all other areas. Although just 55% said this was needed as a service (64% overall) the lowest of all areas, with 24% that said it would be wanted and 21% nice to do. Burglary was prioritised by 15% of respondents compared to 13% overall and was higher than both Scarborough and York responses, 11% mentioned vehicle crime compared to 8% overall and 19% mentioned drug related crime compared to 18% overall.

Levels of agreement with the concept that the key to reducing crime and ASB is to tackle the causes rather than the symptoms was the highest across all areas (93%). This was 4% higher than the overall average.

Cut Crime and ASB

A higher percentage (47%) said they did not feel that funding cuts have had an impact on policing in their area; this was 7% above the overall average. Just less than two-fifths (38%) said the funding cuts had impacted on policing in their area. More residents in Harrogate (89%) said that the cuts had resulted in fewer police officers on the street, slightly higher than the overall average (87%).

Three crime types were identified as above or equal with the overall average in terms of being very problematic and these were as follows:

	Harrogate	Overall
Burglary	13%	12%
People using or dealing drugs	18%	18%
Motoring offences	15%	15%

People or dealing drugs was also mentioned the most frequently as a major problem.

Harrogate residents placed higher levels of importance on the objectives for the goal to cut crime and ASB as 92% said it was important to ensure proactive policing on issues such as hate crime and cross border crime compared to 90% overall and 92% said that Strategic Policing Requirement objective was important compared to 89% overall.

In general when respondents were asked if a service was needed, wanted or nice to do, there was less emphasis on need and it was only the following services that were mentioned more frequently than the overall average:

	Harrogate	Overall
Answer and respond promptly to emergency calls	97%	93%
Work with agencies to manage high risk offenders	87%	85%
Stronger focus on cybercrime	72%	64%
Tackle cross-border crime	66%	62%
Tackle rural crime	80%	78%

Improve Victim Care

Harrogate residents placed the least amount of importance on the objectives around the improving victim services goal, for example 83% said that a focus on repeat victimisation compared to the overall average of 88% and 42% said Restorative Justice was important compared to 48% overall.

Scarborough in Focus

Introduction

In total, 204 Scarborough residents were interviewed as part of the overall telephone survey (19%), these were representative by age and gender and were split 50/50 by those who had previously contacted the police/PCC and those who had not.

Three focus groups were held in Scarborough included:

- Young people
- Offenders (including substance misuse)
- Elderly

The purpose of this summary is to highlight key themes and issues emerging from Scarborough residents.

The Vision

Feelings of Safety

Residents in Scarborough are much more likely to feel unsafe alone in their local area after dark (21%) compared to 13% overall. This was significantly higher than others areas across North Yorkshire and City of York. Feelings of safety during the day/in the home like most areas were comparable with the overall average.

Many young people (focus group) said they felt unsafe in many areas of Scarborough and did not see the police or partners doing anything about it. Many mentioned similar issues to those that emerged from the telephone research in that drugs and the night time economy driven by alcohol were key drivers to feeling unsafe, as was violent crime in general. Many were able to mention first-hand experiences of knife crime or violent incidents.

Scarborough town centre was also referenced by the elderly resident group as a place that nobody felt safe in, with one attendee describing it is a complete no-go area at night. Most referenced areas they would not walk through at night.

North Yorkshire Police

A slightly higher than average number of residents (78%) said that the police can be relied upon in their area. Solely Harrogate residents indicated a higher level of agreement. Scarborough residents were one of the least likely to agree that the police respond effectively to crime and ASB issues in their area (68% compared to 70% average). Only rural residents provided a lower level of agreement. This is important as there are issues identified around ASB running through the survey results.

Protecting Vulnerable People

A higher number (98%) of Scarborough residents said that a focus on children and young people at an early age and a focus on supporting people with mental health issues and learning difficulties/ disabilities (96%) were important objectives. This was higher than any other of the areas.

Offenders generally reported a negative perception and relationship with the police; many gave examples of how they felt they were treated differently and unfairly in Scarborough.

Housing is a big issue for offenders in that provision and vetting of landlords was considered inadequate and dangerous and led to reoffending and vulnerability. Most said that there was a general lack of support once released from prison and many said they felt helpless and abandoned which was a key driver to reoffending. It was perceived to be a disorganised and dysfunctional system without a structured plan.

Addiction (another reference to increasing crime) was said to be something that was not prioritised in Scarborough enough or felt to be handled in a way that was ineffective.

Reinforcing what partners had said, offenders argued that services such as the Women's centre and the Cambridge Centre could be life savers or other voluntary groups such as the church.

Scarborough was considered a very unsafe environment by offenders and substance misusers and added to the vulnerability, several said it has a drug culture and often drug taking and offending is harder to break in Scarborough.

Early Intervention and Prevention

Almost half of all Scarborough respondents (44%) said they believed drug use to be the single largest contributing factor to crime in their local area compared to just 30% overall a further 11% mentioned alcohol.

Drugs and people dealing drugs is a predominant issue throughout the Scarborough based results, and levels of concern are high with 20% (12% overall average) that said they are very worried and a further 24% who were fairly worried. This is by far the highest level of concern across all areas.

Coupled with this was the fact 23% considered people using or dealing drugs to be a major problem in Scarborough (18% overall average) and 34% said it was a minor problem. This was the highest across all areas.

Alcohol is also more of a concern in Scarborough (albeit not as much as drugs) as 34% are worried to some extent compared with a 31% average and again these are the highest levels of concern across the four main areas. More than a tenth (11%) are very worried compared to a 7% average. Just less than a fifth identified alcohol as major problem compared with 12% overall.

This seems to be supported by the fact that Scarborough residents placed high levels of importance (98%) on the tackling drugs and alcohol objective in relation to the early intervention goal compared to 95% overall. In addition 22% cited tackling drug related crime as a priority for their area compared to 18% overall; this was the higher than all other areas.

ASB is also considered an issue in Scarborough as 35% said they are worried about this, which is the same as the overall figure but it is higher than rural areas and Harrogate. In addition most areas said they were more concerned about crime over ASB; however in Scarborough the levels of concern were split. Three-fifths also said that ASB was a problem in their area, which is 3% higher than the overall average and the second highest across all areas.

Scarborough residents are less worried about motoring offences (27%) compared to all other areas; the overall average is 37%. They are also less concerned about having their home broken into – 63% were not concerned about this compared to 53% overall. Fewer residents also perceived this to be a problem in their area compared to the other areas.

Levels of agreement with the concept that the key to reducing crime and ASB is to tackle the causes rather than the symptoms was the lowest in Scarborough with 81% in agreement. This was 6% lower than the overall average.

Many young people in the focus group felt education was key and that the police needed to work with schools at a much earlier stage, the Fire and Rescue Service was referenced as a partner to replicate in terms of education and engagement.

Non-statutory services such as the Youth Zone and sports facilities were cited as safe places to be and such facilities were seen as effective crime prevention for young people.

Cut Crime and ASB

A much higher percentage (31%) said they were unsure whether funding cuts had had an impact on policing in their area and therefore just 32% said they had (lowest of any area) and 36% said they had not which was the lowest of all urban areas. Subsequently less Scarborough residents felt was evidenced by less police officer's on the street. Visibility is generally less of an issue in Scarborough.

Reducing reoffending was considered hugely important in Scarborough as 99.5% said this was an important objective as a contributor to help cut crime and ASB. This correlates with what offenders had mentioned earlier.

Young people (focus group) also mentioned the need to reduce re-offending as many felt this was not currently working in Scarborough.

Young people (focus group) appear to have a negative relationship with the police service, many mentioned a lack of trust or intimidation as the key reason for this. Young people said they often see violence and incidents and don't feel the police always lead by example and use violence unnecessarily at times and can be antagonistic.

Hate crime was also a key issue for young people, many felt threatened and intimidated in many parts of Scarborough for how they looked or who they associated with. Again many were able to recite examples of where they had been targeted. Many felt hate crime is a very difficult issue to prevent as it's about changing attitudes.

Elderly residents (focus group) said there was a perceived lack of transparency between the public and the police and a sense of detachment and a lack of trust; several blamed the media.

Improve Victim Care

Scarborough residents are the least likely to place importance on Restorative Justice; just 41% rated this as important in terms of improving victim care. This was 48% overall.

Rural/Other in Focus

Introduction

In total, 373 rural/other residents were interviewed as part of the overall telephone survey (34%); these were representative by age and gender and were split 50/50 by those who had previously contacted the police/PCC and those who had not.

The purpose of this summary is to highlight key themes and issues emerging from the other areas that make up the rural viewpoint.

The Vision

Feelings of Safety

Residents indicated high levels of safety in general and 87% said they felt safe when walking alone in their local area at night; this is equal to the overall average.

North Yorkshire Police

Agreement that North Yorkshire Police can be relied on when they are needed was the lowest in all areas (74%); 2% less than the overall average. Agreement was also lower than other areas (equal with Scarborough) in that the police respond effectively to crime and ASB issues in their area (68% compared to a 70% average). However, rural/other residents were the most positive about North Yorkshire Police doing a good job – 86% overall.

Protecting Vulnerable People

Rural/other residents generally placed high importance on each of the objectives linked to protecting vulnerable people and the levels of importance were generally in line with the overall average.

Early Intervention and Prevention

Drugs were identified as the single biggest cause of crime within the local area within the rural/other areas (25%), which has been identified as the biggest cause of crime in all areas, this is however 5% below the overall average. In addition 14% identified youth being bored as the single biggest cause of crime compared to 13% overall and 13% mentioned social deprivation and poverty as the main cause.

Concerns, as might be expected differed from other area and issues that received higher levels of worry compared to the overall average were motoring offences (41% v 37% overall), burglary (51% v 48% overall) and having their vehicle stolen or something stolen from it (47% v 43% overall).

These are also areas that were identified as more of a major problem in their area as 15% said burglary was a major problem (12% average), 14% mentioned vehicle crime as a major problem (9% average) and 16% said the same for motoring offences (16% average)

Crime types that are considerably less of a concern compared to some areas and overall are as follows:

	Rural/Other	Overall
Being physically attacked	21%	28%
Being personally harassed, intimidated, insulted	20%	25%
Being affected by ASB	24%	31%
Motoring offences	15%	15%

Rural/Other residents are far more concerned about crime in their local area (54%) compared to ASB (30%), along with Harrogate this was the biggest gap between crime and ASB. Overall, 37% were concerned about ASB and 45% crime.

Importance on all objectives around prevention and early intervention were deemed important and in line with the overall averages for each objective.

Burglary (20% compared to 13% average), vehicle crime (12% compared to 8% average), speeding (19% compared to 13% average) and road safety (14% compared to 9% average) were all considered priorities for the police. These were significantly higher than other areas and the overall average.

Levels of agreement with the concept that the key to reducing crime and ASB is to tackle the causes rather than the symptoms was on a par with the overall average of 89%, this was lower than York and Harrogate but higher than Scarborough.

Cut Crime and ASB

A much higher percentage (47%) said they felt that funding cuts have had an impact on policing in their area; this was 8% above the overall average and significantly higher than all other areas. The majority of these (89%) said that the cuts had resulted in fewer police officers on the street, slightly higher than the overall average (87%) and along with Harrogate the higher across the four areas.

In total, 91% of rural/other residents said that Strategic Policing Requirement objective was important compared to 89% overall.

Respondents identified services that were needed that often were different to other areas such as visible policing (71% v 64% average), roads policing (59% v 47% average), provide crime prevention advice (56% v 49% average), policing for public events (54% v 46% average) and tackle rural crime (84% v 78% average). Information generally seemed more a priority.

Improve Victim Care

Importance on all victim care objectives was equal or within 2% to the overall average for achieving the goal of improved victim care.